Developing Productive and Equitable Community-University Partnerships for Aggie Square

The University of California Davis-Sacramento Innovation Center

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INTRODUCTION

Aggie Square is a joint effort of UC Davis and the City of Sacramento, together with multiple other partners. Launched in 2018, the initiative is intended to advance academic programs, propel economic growth, develop industry partnerships, build more resilient communities, create shared public spaces, and contribute to sustainable, healthy neighborhood environments. The initiative is described by the university as follows:

> Located on the UC Davis Sacramento Campus, home to UC Davis Health, Aggie Square will co-locate business partners and community-based programs with UC Davis innovation and research to create a stronger and healthier shared community [...] Aggie Square will also create a new kind of campus, a unique live/work/discover environment in which students, faculty, staff, business partners and community members interact, grow and thrive.[1]

These goals span the breadth and depth of UC Davis' role as a land grant institution. There is significant alignment between these priorities, and those that inform the current efforts undertaken in Sacramento by the City and County of Sacramento, as well as area businesses, nonprofits, community organizations, and local residents. These priorities constitute key development themes for the Aggie Square project, and include:

1. Inclusive Economic Development
2. Workforce Development and Education
3. Housing Affordability and Supply
4. Community Health
5. Public Space and Mobility

Aggie Square presents an opportunity to generate a positive community impact in line with each of these themes. It is well-positioned to develop a mutually beneficial community-university partnership, and significantly strengthen the university's contribution to economic and social well-being in nearby neighborhoods, and within the Sacramento region as a whole. The initiative is poised to place the university and city as national leaders in the movement for sustainable and socially equitable urban revitalization.

UC Davis' hybrid role as an academic institution, medical service provider, and major employer makes it a powerful community development catalyst and partner with the City of Sacramento and other stakeholders. This makes it imperative that the university be vigilant to ensure that the development generated by Aggie Square benefit the neighborhoods and populations most in need of assistance, and not unintentionally generate hardships for these same stakeholders.

Indeed, community organizations and residents have expressed concerns about the potential role of Aggie Square in exacerbating gentrification and displacement in nearby neighborhoods. Many have also asked for equitable access to jobs and entrepreneurship opportunities, as well as a share of the contributions to neighborhood quality that may be generated from this initiative. Some have also called on the university and the city to involve residents of nearby neighborhoods as full partners in the initiative. Finally, a number of community organizations and residents have asked that their voices, as well as their interests and concerns, be placed at the center, rather than at the margins, of the Aggie Square project.

This kind of meaningful and respectful resident engagement will be crucial to ensure that Aggie Square becomes a valuable asset to its neighbors. Just as importantly, it will prevent the kind of town-gown tension and mistrust that have unfortunately characterized so many university developments in disadvantaged communities elsewhere in the country.

It will be a challenge for UC Davis, the City of Sacramento, and other stakeholders in the project to find creative ways to address these concerns, while still meeting the other objectives of Aggie Square. Creating an innovative and equitable model of economic and community development is no small feat. Yet doing so will consolidate the university's Land Grant mission, and its ongoing commitment to its Principles of Community. It will also complement UC Davis' most recent efforts to build diversity, equity and inclusion into all elements of campus life.

REPORT OVERVIEW

This report is intended to help UC Davis and its Aggie Square partners enhance the project's local community benefits and public engagement dimension.

Before starting, we wish to define some of the terms that undergird this report. Aggie Square is referred to as the "UC Davis - Sacramento Innovation Center" because the property is owned by the UC Board of Regents, UC Davis is the primary developer of the site, and the City of Sacramento is a central collaborator, due its jurisdiction over the municipal policies and planning related to the site. In most cases, the university will be the implementing entity for activity on the Aggie Square site; it will join the City of Sacramento on infrastructure initiatives that will support and spin off from the site development. Therefore, a strong collaboration between UC Davis and the City of Sacramento will be critical in addressing the recommendations offered in this report.

Other "Aggie Square partners" referred to in this report also include other entities and individuals. These include relevant government bodies, such as the County of Sacramento,

local civic and business organizations, as well as residents of the neighborhoods adjacent to Aggie Square. Each of these will play an important role in the implementation of the initiative, and each has a clear stake in its outcomes. Indeed, one important step in implementing this report's recommendations and other community input will be to establish a durable framework for these different stakeholders to collaborate, to make sure that their respective voices and needs are articulated and understood.

It is important to emphasize that this research report has been prepared by the UC Davis Center for Regional Change (CRC), and presented to the leadership of Aggie Square. Its findings and recommendations do not necessarily represent the opinions or plans of the university leadership, the City of Sacramento, or other Aggie Square partners. This report is meant simply to inform the Aggie decision-making process; it does not represent or determine the university's decisions themselves. These will ultimately be made by the university in collaboration with other Aggie Square partners, including the City and County of Sacramento, along with other community stakeholders.

This report focuses on neighborhoods directly adjacent to the Aggie Square site, as well as those in the larger, surrounding area, which may be positively or negatively affected by this project. Our goal is to pay explicit attention to local concerns in the project's zone of influence, including those of its most underserved and disadvantaged residents, to ensure that these important issues not be overlooked in the development process.

In order to realize the ambitious goals of Aggie Square in ways that benefit the local community, we wish to encourage university and city leaders to ask and answer four fundamental questions.

I. Which existing UC Davis efforts can inform Aggie Square?
II. What local challenges can Aggie Square address?
III. What local opportunities can Aggie Square support?
IV. Which community-university partnership models can inform Aggie Square's goals?

This report helps address these questions by covering the following topics:

- A compilation of existing community-university partnerships currently under way by UC Davis administration, faculty, and staff.
- An overview of the local community context as it relates to the five key community development themes pertaining to Aggie Square.
- A review of local planning efforts that articulate community needs, interests, and visions.
- A scan of community-university partnership models from around the country, which are offered as exemplars from which to derive promising practices that can be adapted to the context of Aggie Square.

METHODS

The CRC employed multiple methods in developing the data to write this report, as described below.

LOCAL DEMOGRAPHICS

The CRC used demographic data from its Regional Opportunity Index and the California Healthy Places Index to document conditions in neighborhoods located to the south and west of the Aggie Square project.[2] The two indices include data on economic, educational, environmental, health, housing, transportation, and civic conditions. These data are organized to assess conditions in the five priority areas identified by university and local stakeholders.

LOCAL COMMUNITY PLANS

The CRC collected and synthesized findings and recommendations from recent community visioning and implementation plans related to the neighborhoods surrounding Aggie Square. Members of the CRC's Regional Advisory Committee aided in the selection of these community plans. This committee is comprised of thought leaders from multiple sectors and industries. Particular weight was given to local plans that demonstrate inclusive community engagement, and that highlight local priorities and perspectives of the kind that are often underrepresented in larger, institutional planning processes.

UC DAVIS INVENTORY OF OUTREACH AND ENGAGEMENT PROGRAMS

Drawing upon existing inventories of UC Davis outreach and engagement programs, the CRC compiled a sample of administration and faculty-led efforts that span the Davis and Sacramento campuses. Sources include: UC Davis Health's online documentation of over 25 outreach programs; an extensive list of more than 80 programs inventoried by UC Davis college and professional school deans; and a report produced by the College of Agricultural and Environmental Sciences that describes faculty projects and ongoing public scholarship in the Sacramento region.

NATIONAL PROMISING PRACTICES

The CRC conducted an extensive literature review of promising national practices with regard to large-scale community development projects and community-university partnerships. This includes case studies of institutional community development projects. In particular, we focus here on anchor institution models, governance structures, and implementation strategies that are related to the priority areas of Aggie Square.

IMAGINING AMERICA PARTNER INTERVIEWS

Working in collaboration with Imagining America (IA), the CRC conducted key informant interviews with institutions in the IA network about their experience with university-

community partnerships. From this information, the CRC was able to derive some principles and model practices regarding how institutions can improve the quality of their community engagement. These interviews involved representatives from Stockton University in New Jersey, Rutgers University-Newark, and the University of Maryland, Baltimore County.

UC DAVIS FACULTY SURVEY

In the spring of 2018, the CRC convened a group of 12 faculty, staff, and administrators involved in community engagement efforts in Oak Park, South Sacramento, and other nearby neighborhoods. These individuals hold appointments across the university (College of Agricultural and Environmental Sciences, Letters and Sciences, Law, Medicine, the Student Farm, and campus administration). The CRC designed and distributed a survey to gather input from members of this group, and asked them to further disseminate the survey through their networks. The information captured through the 20 surveys focuses on issues such as the role and importance of topical and place-based expertise, community relationships, and how to ensure strong community benefits and community voices in the development of Aggie Square.

I. WHICH EXISTING UC DAVIS EFFORTS CAN INFORM AGGIE SQUARE?

The University's Role as a Partner with Communities

UC Davis has served as an active partner in the Sacramento region for many years by supporting outreach programs, investing resources in the community, and pursuing public and engaged scholarship. These efforts have been initiated by both the Davis and Sacramento campuses, and include faculty-led projects, administration-led programs, and funding for local community partners.

Community engagement efforts on behalf of the university have provided opportunities for UC Davis to uphold its land grant mission of engaging in teaching, research, and service for the greater public good. These efforts also align with the future direction of UC Davis, as it looks at the possibility of further leveraging its role as an anchor institution in the Sacramento region, and providing direct benefit to the neighborhoods near Aggie Square.

UC Davis' community engagement efforts span a wide range of topics, including the five priority development themes identified for Aggie Square:

1. Inclusive Economic Development
2. Workforce Development and Education
3. Housing Affordability and Supply
4. Community Health
5. Public Space and Mobility

The following section provides an overview of existing administration and faculty-led efforts that align with these priorities. The selected projects are drawn from an inventory of over 100 outreach and engagement programs documented by the colleges and professional schools at UC Davis; a review of the Health System's community benefits programming and services; and a recent survey of 20 faculty from across the campus who were selected based on their long-standing practices of conducting community engagement and public scholarship in the focus neighborhoods bordering the Aggie Square planning area.

As documented in the inventory of university outreach programs, these efforts largely focus on: college and career readiness; undergraduate research and mentoring; STEM pathways; outreach to first-generation and low-income college students; and community health. The UC Davis Health system employs a range of strategies to promote community health in the neighborhoods adjacent to the Davis Health campus, as well as the greater Sacramento area. UC Davis students also participate in and lead efforts as interns and volunteers, well beyond programs driven by campus faculty and staff. These efforts are often in partnership with local or regional organizations, and include outreach and education programs around such issues as nutrition and food literacy, community gardens and markets, clinical and other healthcare services, and education.

Our survey of faculty-led engagement efforts indicates that many of these collaborative projects focus on education, public space and the built environment, youth development and engagement, and food/nutrition and urban agriculture. Based on observed patterns of engagement, the

intended outcomes of this public scholarship are primarily community empowerment, stronger K-12 educational outcomes, informed public decision-making, improved social/human services, and increased public access to university resources. Faculty members also view these engagements as offering experiential learning opportunities for students. Of the 20 faculty who responded to the survey, half are currently involved in a community collaboration, and nearly two-thirds have been engaged in collaborative community engagement as part of their research, teaching and/or service activities for six or more years.

Although this is not an exhaustive list, the following examples illustrate the significant role that UC Davis serves as a community partner. The administration-led efforts demonstrate the depth and breadth of ongoing outreach, and the faculty-led efforts provide strong evidence of the university's commitment to community-engaged scholarship that addresses the needs of local communities. Overall, these programs have particular relevance to the vision for Aggie Square, and offer a strong foundation for future community development efforts.

A. Inclusive Economic Development

i. Faculty-Led Efforts
Unincorporated South Sacramento Study (The Fruit Ridge Finger)
David de la Peña, Assistant Professor, Department of Human Ecology

The Unincorporated South Sacramento Study involved students in Professor de la Peña's Community Participation and Design classes. The study focused on design solutions to addressing the problems facing residents in unincorporated areas of south Sacramento (such as Lemon Hill) in obtaining adequate public services and infrastructure. This project originated as an advocacy effort to incorporate this area into the City of Sacramento and therefore provide access to city services. However, it evolved into an effort to better understand the range of perspectives on incorporation, in order to inform further discussions and decision-making. Students in the class worked with community-based organizations to create maps and visual narratives to explain the geography of the unincorporated areas in Sacramento and elsewhere. They also developed graphics accessible to a general audience that explain the area's assets and challenges. Key partners included Organize Sacramento, Yisrael Family Farms, and the City and County of Sacramento.

B. Workforce Development And Education

i. Administration-Led Efforts
Early Academic Outreach Program
Created in 1976, the Early Academic Outreach Program (EAOP) primarily serves students who are the first in their families to go to college or who are considered socioeconomically disadvantaged. EAOP connects UC Davis with K-12 schools and the community. The program provides information about college entrance requirements, how to apply, what happens when students arrive at college, and how to pay for a college education. In the 2016-2017 academic year, UC Davis EAOP worked with over 3,000 students in 32 schools, including many in the Aggie Square focus neighborhoods.

Thousand Strong Internship Program

UC Davis Health partners with the City of Sacramento's Thousand Strong Internship Program, a workforce initiative developed by Mayor Darrell Steinberg. The program offers professional paid internships that allow high school and community college students to explore healthcare careers while gaining experiential learning in their chosen profession. Prior to placement, all Thousand Strong interns complete 40 hours of training in soft skills and professional skills to prepare them for the workplace.

Career Exploration Days

UC Davis Health partners with WayUp Sacramento, a community development organization founded by City Councilmember Jay Schenirer and focused on Sacramento's Oak Park neighborhood. As part of a collaborative Field Lesson program, UC Davis Health and WayUp organize Career Exploration Days for underserved elementary students. These Career Exploration Days are designed to engage these underserved youth in activities that raise their awareness of careers in the field of healthcare. UC Davis Health has hosted over 500 fourth grade students through this program in the last six years.

McNair Scholars Program

The McNair Scholars Program is a federal TRIO program that aims to increase the number of low-income, first-generation and underrepresented students who pursue PhD degrees. A program has been continuously funded at UC Davis since 1996, serving 36 students annually. Programming includes research internships, advising, professional development opportunities, GRE preparation, and assistance with graduate school

applications. The program conducts outreach at the community colleges, including those serving Oak Park and South Sacramento (e.g., Sacramento City College) to recruit transfers to UC Davis primarily in the STEM disciplines.

ii. Faculty-Led Efforts

Center for a Diverse Healthcare Workforce

Tanya L. Fancher, Director, and Associate Dean, UC Davis School of Medicine

The Center for a Diverse Healthcare Workforce operates under the UC Davis School of Medicine and conducts research focused on recruiting, training, and retaining a diverse healthcare workforce to advance health equity. The center's team of faculty, staff, and students conduct research to enhance diversity in the healthcare workforce, and strengthen its impact on patients, communities, and populations. In collaboration with the Health Resources and Services Administration, the center's partners include educational institutions and community organizations committed to advancing health equity. Through these partnerships, the center learns more about the healthcare workforce needs that are unique to underserved communities; in return, the center provides its partners with research-based strategies to enhance the diversity of their healthcare workforce.

Sacramento Area Youth Speaks

Vajra M. Watson, Director, Office of Research and Policy for Equity

Sacramento Area Youth Speaks (SAYS) is a social justice movement that aims to transform education. Founded in 2008 at UC Davis by Dr. Watson, SAYS breaks the barriers of underachievement by elevating the voices of students as the authors of their

own lives and agents of change. Through year-round programming, SAYS strives to change the world through education and empowerment. Building on a foundation of critical literacy and spoken word performance poetry, SAYS services support the improvement of schools through teacher professional development, classroom instruction, and after-school programming. SAYS utilizes evidence-based pedagogies and an award-winning curriculum to prepare people to serve as cultural keepers, artistic dreamers, and scholar activists who work within and beyond the walls of schools to enact and embody a transformative educational praxis. SAYS runs programs at several schools in the Aggie Square focus neighborhoods.

Chronic Absence in the Sacramento City Unified School District

Nancy Erbstein, Associate Professor in Residence, School of Education

Chronic school absence has been associated with a number of poor outcomes for students, schools and communities. Since 2012, Dr. Erbstein has worked with the Sacramento City Unified School District (SCUSD) and other community partners, as well as UC Davis Center for Regional Change staff members and collaborating researchers to understand and address the causes of chronic school absenteeism. Together, they have: generated a series of briefs aimed at analyzing the problem and highlighting potential solutions; initiated a district-wide effort to support school attendance in the SCUSD district and beyond; and secured funding to support school and district efforts to reduce chronic absence. This initial research has been built upon for analyses of student public transit access

and transportation to school (with Dr. Alex Karner, Assistant Professor, University of Texas at Austin); the piloting of an asthma intervention strategy (led by Dr. Chris Kim, professor UC Davis Medical Center); and setting up technical assistance to engage students in Local Control and Accountability Planning through youth participatory action research (with Brandon Louie, Community Outreach and Engagement Coordinator UC Davis Center for Regional Change). Key partners have included Sacramento City Unified School District, Attendance Improvement Movement (AIM—formerly the Chronic Absence Learning Collaborative), Parent Teacher Home Visit Project, City Year, South Sacramento Building Healthy Communities, Will C. Wood Middle School, Hiram W. Johnson High School, Sacramento Area Congregations Together, and WALKSacramento.

C. Housing Affordability And Supply

i. Administration-Led Efforts

Pathways to Health + Home Whole Person Care Program

UC Davis Health partners with the Pathways to Health + Home Whole Person Care pilot (WPC). This is a project of the City of Sacramento to develop a comprehensive approach to addressing the health, social, and housing needs of its most vulnerable populations, with a specific focus on those with significant unmet health care needs, and those who are homeless or at risk of homelessness. Led by the City of Sacramento in partnership with a broad range of community and health care stakeholders, the program has developed an integrated system of care that supports people with a

variety of services related to outreach, case management, physical health, behavioral health, substance abuse, and housing.

ii. Faculty-Led Efforts

Changing the Narrative of
Affordable Housing
*Michael Rios, Professor,
Department of Human Ecology*

Working with the UC Davis Center for Regional Change in 2015, Professor Rios conducted a study to explore opposition to, and the need for, affordable housing, with a specific emphasis on the Sacramento region. The project included interviews with residents and housing advocates, case studies of successful housing campaigns, and a scholarly literature review on the topic of affordable housing. The process concluded with a workshop where the study's findings were presented and discussed with a range of stakeholders from different sectors, including housing, the environment, public health, and education, among others. The final report describes the project's approach, process and findings, highlighting national and local knowledge. It also presents recommendations that identify potential messages, framing, data, resources, and organizational strategies to include in a campaign focused on changing the narrative about affordable housing in the Sacramento region. The report has informed subsequent discussions and projects, including an affordable housing project led by Capital Public Radio, as well as the involvement of California's American Association of Retired Persons (AARP) in the affordable housing arena, including policy advocacy at the state, regional, and local level. Key partners in this work included AARP and the Sacramento Housing Alliance.

D. Community Health

i. Administration-Led Efforts

UC Davis Medical Center
Community Health Needs Assessment
As mandated by the Patient Protection and Affordable Care Act (ACA), all nonprofit hospitals must conduct a Community Health Needs Assessment (CHNA) every three years, and adopt an implementation strategy to address community needs identified through the CHNA. The CHNA identifies the community served by the hospital, solicits input from broad community interests and stakeholders, assesses and prioritizes health needs, and identifies potential measures and resources available to address these needs. The most recent CHNA in 2016 identified prevalent community health needs, and explored the underlying social determinants of health care. The project used both qualitative and quantitative research methods. Its findings are reflected in the UC Davis Medical Center 2016 Community Health Needs Assessment[3] and corresponding 2016-2018 Community Health Needs Assessment Implementation Plan.[4]

Farmer's Markets and
Community Gardens
UC Davis Health provides a seasonal weekly Farmers' Market for staff, faculty and students, as well as the local community and surrounding neighborhoods. The market brings healthy, seasonal, and convenient food options to the local community. A collaboration of the UC Living Fit Forever program and the UC Davis Health Community Advisory Board, the market features fresh, local fruits and vegetables, artisan cheeses, eggs, breads, freshly prepared meals and more. UC Davis Health

also provides financial support for the Oak Park Farmers Market. This market features a diverse group of vendors selling locally produced fruits and vegetables, specialty plants and sprouts, breads, cheeses, tamales, fresh flowers and more. In addition, the market also provides a variety of interactive activities each week, including live music from local bands, activities for children (storytelling, face painting, and art projects), and information and giveaways from area nonprofits and other organizations. In addition to farmer's markets, the UC Davis Health collaborated with the City of Sacramento and elected officials to support a community garden for the Medical Center, Elmhurst and Tahoe Park neighborhoods. The garden's 24 plots, herb garden, and fruit trees enable residents to grow healthy food.

Community Health Clinics

UC Davis medical students operate free community health clinics, including several in neighborhoods around the medical center. Each clinic is overseen by volunteer physicians and emphasizes care to specific populations, including underrepresented ethnic groups, intravenous drug users, sex industry workers, the undocumented, and the LGBTQ community.

Every 15 Minutes Program

UC Davis has been an active participant in Every 15 Minutes, a two-day program for high school juniors and seniors that teaches the risks associated with underage drinking. The program challenges them to think about drinking, driving, personal safety, their responsibility for making mature decisions, and the impact their decisions might have on family and friends. UC Davis Health has been actively involved since 1997, and provides in-kind support through volunteer nurses, physicians, respiratory therapists, and clinical pastoral services.

Mobile and Community-Based Healthcare Access

UC Davis Health has partnered with Elica Health to support a mobile clinic in which clinicians donate their time to provide screenings and other health services. UC Davis Health clinicians also support and staff local school-based clinics, such as the one in Hiram W. Johnson High School in Sacramento.

ii. Faculty-Led Efforts

Center for Reducing Health Disparities
Sergio Aguilar-Gaxiola, Founder and Director, and Professor of Internal Medicine

The mission of the Center for Reducing Health Disparities is to promote the health and well-being of diverse communities by pursuing research, training, continuing education, technical assistance, information dissemination within a prevention, early intervention, and treatment framework that recognizes the unique cultural and linguistic contexts of these populations. The center has active partnerships in Sacramento through the UC Davis Health Clinical and Translational Science Center.

Mini Medical School
Barbara Neyhart, Director

Since 2002, UC Davis School of Medicine has provided a series of classes on healthy aging and avoiding the diseases associated with aging. The classes take place each February and are free of charge. They are geared toward community members beyond the age of 50 but are open to all.

Urban Agriculture and Soil Lead Contamination Study
Mary L. Cadenasso, Professsor, Department of Plant Sciences

The Urban Agriculture and Soil Lead Contamination Study was conducted from 2011-2016 with the goal of better understanding the threat of soil lead contamination for residents of underserved communities in Sacramento. With the passing of the new urban agriculture ordinance in the City of Sacramento in 2015, this work became even more crucial. Urban gardens provide a local source of nutritious food and can help strengthen community ties. However, there are downsides to having such gardens, including potential exposure to soil lead. Older neighborhoods, which are often occupied by low-income communities and communities of color, are burdened with the highest soil lead levels. These same neighborhoods typically have limited access to fresh fruits and vegetables. This project was established to investigate the tradeoff between an environmental "good" (food provisioning) and an environmental "bad" (exposure to soil lead). To evaluate how residents perceive trade-offs between home gardening and potential soil lead exposure, researchers surveyed nearly 100 gardeners, as well as social justice activists and policy actors, to determine people's awareness of and concern for soil lead and its relationship to urban gardening. Sampled yards were primarily located in two underserved areas: one in south Sacramento; and one in the north Sacramento region, including Del Paso Heights. Key partners in this work included Ubuntu Green, Yisrael Family Urban Farm and their garden installation program called We Diggit, and Soil Born Farms.

Alchemy Kitchen
Kristin Kiesel, Lecturer with Security of Employment Department of Agricultural and Resource Economics

This project was initiated in October 2017 under the Alchemist Community Development Corporation (CDC), a group founded by UC Davis students. It received support from a US Department of Agriculture Local Food Promotion Planning Grant. The kitchen incubator is intended to help small farms start or expand their output of value-added products. Cottage food operators will be able to expand their businesses, and the increased access to kitchen space and additional services can help food trucks' transition to permanent locations. The project's goal is to transform new ideas into viable business plans, create new jobs, and generate revenue for residents and local farms, while at the same time increasing access to healthy and fresh foods and reducing food waste. The planning process includes a feasibility study and development of an effective business plan to successfully take the idea from concept to reality. Key partners include Alchemist Community Development Corporation, Capsity, and the Sacramento Natural Foods Cooperative.

Community Workshops for Environmental Justice
David de la Peña, Assistant Professor, Department of Human Ecology

In 2017, Professor de la Peña supported the work led by community organizations such as the Sacramento Neighborhood Coalition to facilitate a series of workshops in four communities in Sacramento. These were organized to better integrate environmental justice into the City of Sacramento's General Plan update. The UC Davis contribution

was based on a class project for a graduate level course on community partnerships and professional skills. The impetus for the project was the 2016 passage of SB 1000, which mandates that environmental justice be addressed in General Plans throughout the state. This project was intended to help policymakers better understand how planning policies may be shaped through community participation. The project built upon another project master of Community Development course in 2015, which contributed to the work of the Center for Regional Change and several local environmental justice organization, in preparing a report on environmental justice in Sacramento. Overall, the project resulted in the facilitation of four four-hour community workshops in Oak Park, Southeast neighborhoods, Valley Hi/Meadowview, and Marina Vista/Alder Grove; multiple language interpretation and translation services for community meetings; and post-workshop summaries for distribution.

E. Public Space And Mobility

i. Faculty-Led Efforts
Greater Sacramento Region
Environmental Justice Initiative
Jonathan K. London, Associate Professor, Human Ecology and Faculty Director, Center for Regional Change

The UC Davis Center for Regional Change partnered with Ubuntu Green and the Sacramento Housing Alliance in 2014 to produce documents highlighting environmental justice inequities in the Sacramento region, focusing primarily on the communities of Del Paso Heights, Oak Park, and South Sacramento. The resulting report, From Wasted Spaces to Healthy Places: Transforming Brownfields and Vacant Spaces in Sacramento, documents the Brownfields and Vacant Spaces Campaign, which was initiated to address the prevalence of unhealthy land uses in communities of color and low-income communities. Through a robust and ongoing community engagement process, community challenges were identified and strategies for improvement were developed. The final report lays out recommendations to begin addressing brownfields and vacant spaces, and create a more equitable built environment in the Sacramento region. This project provided analytical and mapping support to Ubuntu Green's Brownfields and Vacant Spaces Campaign, and supported efforts by the Sacramento Housing Alliance and the Coalition on Regional Equity to advance a healthy land use agenda in traditionally marginalized communities in Sacramento. Key partners included Ubuntu Green and the Sacramento Housing Alliance.

Local Community Context and Priority Planning Areas

This study analyzes the neighborhoods to the west and south of UC Davis Health (referred to here as "focus neighborhoods"). Based on a number of criteria described below, these neighborhoods are considered disadvantaged and in need of special attention. At the same time, they are places of significant cultural wealth, enriched by people from many places across the United States and the world, who speak multiple languages and represent diverse traditions.

These neighborhoods are shown on Figure 1. They include Oak Park and several other South Sacramento neighborhoods, including Avondale, Glen Elder, Fruitridge Manor, and areas in unincorporated Sacramento County such as Fruitridge Pocket and Lemon Hill.[5] Some disadvantaged neighborhoods located further away from Aggie Square are also included here, because they may be affected by the development of the project.

Aggie Square will also engage with neighborhoods to the north and east of UC Davis Health such as Tahoe Park, Elmhurst and Colonial Heights. However, because these do not share the same social and economic challenges as the neighborhoods to the south and west of Aggie Square, they are not covered in depth in this analysis. Nevertheless, they have their own needs and interests that should be carefully considered in the

planning and implementation of this project. Key community assets such as Hiram W. Johnson High School in Sacramento, which serves youth from Oak Park, should also be considered, especially given their role in supporting college, career and lifelong learning pathways for residents of all the neighborhoods around Aggie Square.

Residents in the focus neighborhoods in this study face multiple challenges to their health, social and economic well-being, and ability to have a political voice. At the same
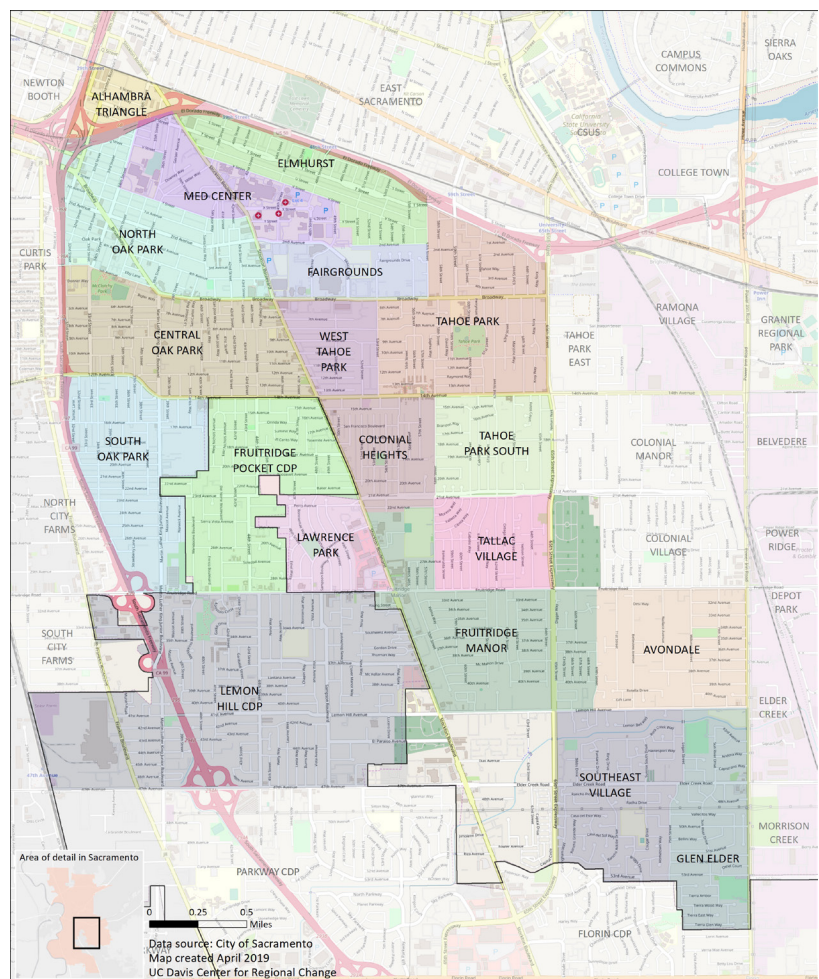

Figure 1: Aggie Square Focus Neighborhoods, Sacramento, California.

time, they also have significant resources that are valuable for promoting community vitality. These include: the great racial and ethnic diversity of the neighborhoods, with over 80% people of color and immigrants from dozens of countries; a strong sense of community history and pride; and active civic engagement through neighborhood associations, nonprofit organizations, and informal resident collaborations. A vibrant arts and culture sector engages people of all ages in celebrating the neighborhood's diversity at centers such as Oak Park Sol, Fruitridge Community Collaborative, and the George Sims Community Center, which serves the Avondale-Glen Elder neighborhoods.

A. Inclusive Economic Development

The overall economic profile of the focus neighborhoods is strong, primarily because of their proximity to the employment centers of UC Davis Health, downtown and midtown Sacramento. For example, these neighborhoods have nearly 1,092 jobs per 1,000 residents within a 5-mile radius (meaning that there is an inflow commute of workers into the area). Likewise, 53% of these jobs are considered "high quality"(paying over $3,333/ month), and the 3% annual job growth is tracking the state's overall job growth rate. However, not all residents of the neighborhoods are benefiting from this economic climate. For example, only 34% of neighborhood residents have incomes over 200% of the Federal Poverty Line.[6] Furthermore, there is roughly a 19% unemployment rate in these neighborhoods. In comparison, in Elmhurst, 61% of residents have incomes over 200% of the federal Poverty Line similar to the rate in the state

as a whole), while in Tahoe Park, this rate is 54%. The unemployment rate in Elmhurst is 9% and in Tahoe Park is 8%.

Meanwhile, neighborhood organizations in Oak Park as well as Tahoe Park, Colonial Heights, and South Oak Park have mobilized against the weakening of city ordinances that they view as critical to the economic health of their area. One notable example has been a city proposal to relax the Special Planning District along Broadway and Stockton that had restricted unwanted business uses such as liquor stores. Instead, residents called for support for local entrepreneurs and enterprises that provide jobs of good quality, and health-promoting businesses.

B. Workforce Development And Education

A strong workforce development strategy that creates a pathway toward a lifelong learning continuum is needed to promote the long-term economic health and the well-being of local residents. This is a crucial strategy for consideration by the university, the city, and the school district. For this pathway is often not accessible in the focus neighborhoods.

For example, only about 50% of 3- and 4-year old residents in the focus neighborhoods are enrolled in pre-school programs. Only about 52% of neighborhood students in 4th grade are assessed as proficient in English, and 64% in math. Meanwhile, only about 25% of teachers in the three closest public elementary schools have more than 5 years of teaching experience, and at least one year of education beyond a bachelor's degree. Finally, only about 17% of area residents have a bachelor's degree or higher (this figure goes down to 9%

for residents of South Oak Park). For area residents to gain access to the higher-paying jobs envisioned at Aggie Square, they will need to access stronger and more inclusive lifelong learning pathways Improving educational attainment for all residents. at all levels, is crucial for supporting an inclusive economy and vital neighborhoods.

C. Housing Affordability And Supply

Housing affordability and supply form the foundation for neighborhood stability and resident well-being. Without them, residents often have little income left for other basic needs, and little income to spend in the local economy. Residents who don't have access to adequate and affordable housing are also at risk for displacement. Affordable housing is a cornerstone for achieving healthy, prosperous, sustainable and equitable communities and regions.

The Sacramento region is experiencing a major housing affordability and supply crisis, with rental rates rising faster than those in nearly any other city in the country.[7] Multiple factors have contributed to this crisis, including: the elimination of redevelopment authorities that once provided millions of dollars for affordable housing; the weakening of inclusionary housing ordinances; limited city and county subsidies for affordable housing developers; extensive permitting processes; neighborhood opposition to new affordable housing projects; as well the influx of residents priced out of the Bay Area.

The focus neighborhoods have housing conditions that make housing affordability and stability problematic. The level of home ownership here is approximately 41%, which is much lower than the state average of 55%. Many low-income homeowners and renters pay more than 50% of their household income on housing costs. Neighborhoods with particularly high rates of 'housing stress' of this kind include South Oak Park and Central Oak Park. Here, 54% and 41% of low-income renters respectively pay more than 50% of their household income on housing costs. In South Oak Park, 29% of low-income home owners pay more than 50% of their income on housing; in Avondale the figure is 34%.

By contrast, in Elmhurst, 23% of low-income renters pay over 50% of their income on housing , while 21% do so in Tahoe Park. Only 4% of low-income home owners in Elmhurst and 8% of low-income homeowners in Tahoe Park experience this kind of housing stress. Housing costs have seen a great jump in recent years, with a current median home price of $387,000 in North Oak Park (representing a 9.7% increase in the last year), and $225,000 in South Oak Park (representing a 10.4% increase in the last year).[8]

Housing advocates are calling for a number of policy changes to address this affordability gap. These include strategies such as implementing rent stabilization measures, creating deed-restricted affordable housing units, developing community land trusts, revised zoning, improving student housing, and streamlining the housing project approval process. Please see affordable housing strategies on pages 30 and 44.

D. Community Health

The neighborhoods surrounding Aggie Square face a number of health challenges,

but also have some important assets. To those with adequate health insurance coverage, the presence of UC Davis Health provides world-class services and facilities. The recent contract between UC Davis and Health Net will also allow Medi-Cal patients to access some of the university's medical services.[9] This is important, as only about 40% of area residents have private health insurance. Healthcare community clinics such as WellSpace and a Federally Qualified Health Center, which have recently partnered with UC Davis, also help provide a broad range of low-cost primary care for residents of the focus neighborhoods.

The rate of access to grocery stores is high in North Oak Park, with 74% of residents living within a 5-mile radius of a grocery store. However, the rate is only 53% in the southern area of the focus neighborhoods. For the 20% of residents who lack cars or who are disabled, having to travel to travel to a grocery store can be a serious challenge, even when that distance is relatively short. Food choices are limited in the focus neighborhood stores. In contrast, in South Oak Park, 100% of residents live within a ¼ mile of a liquor store.

Limited infrastructure for safe and convenient bicycle and pedestrian transportation, underfunded after-school programs for youth and for crime prevention all spell unhealthy environments for residents of all ages, but especially for young people. The rate of births to teen parents, both a possible cause

and effect of stressed social conditions, is 11%, nearly twice the statewide rate of 6.6%. Nearly 30% of women lack prenatal care (compared to 17% of women statewide.) The focus neighborhoods have nearly twice the level of life years lost before age 65 compared to levels for the state as a whole.

E. Public Space And Mobility
The focus neighborhoods enjoy some valuable public space resources, including McClatchy Park, emblazoned with the iconic Oak Park archway, which provides access to green spaces for area residents. However, these facilities are not evenly spread around these neighborhoods. There are also a limited number of sites for local gatherings and events. In the past 5 years, these neighborhoods have lost several of their elementary schools, although one has been converted into a beloved community center (the Fruitridge Community Collaborative).

Transportation to jobs is generally good, with 70% of residents commuting 30 minutes or less to work (compared to 60% statewide). Improvements to transportation infrastructure are becoming a higher priority for the city, and for Regional Transit, although more progress is needed. This is important, as transportation access has been identified as a major barrier to accessing education, jobs, and social services, especially for lower-income transit-dependent residents. Transportation access is also critical to ensure school attendance.[10]

III. WHAT LOCAL OPPORTUNITIES CAN AGGIE SQUARE SUPPORT?

Building Upon Neighborhood Planning Efforts to Address Community Priorities

Community planning efforts in the focus neighborhoods have provided an opportunity for residents to shape the places where they live, work, play, own property, and conduct business. Residents, community leaders, local elected officials, public agencies, businesses, and nonprofit community-based organizations have made concerted efforts to support equitable community development in the neighborhoods surrounding Aggie Square.

The following community plans offer some specific strategies for addressing the community development priority themes that align with Aggie Square, namely: inclusive economic development; workforce development and education; support for housing affordability and supply; community health; and public space and mobility. These plans provide examples of community values and processes that can be useful to consider in the planning stages of Aggie Square. Resources from UC Davis, the City of Sacramento, and other stakeholders can be leveraged to further support community development plans to help meet resident needs and priorities.

A crucial consideration in assessing these plans is that they were each developed for specific purposes, in specific places and times, and via their own planning processes. Some of the plans cover South Sacramento neighborhoods that are outside the immediate planning area for Aggie Square. Some had significant community involvement, while others were the product of developers and design consultants.

Therefore, this report does not recommend that these design elements be simply transposed into Aggie Square planning. Instead, it recommends that the Aggie Square partnership work with neighborhood residents to further explore how well these existing plans reflect current interests and needs, and how and if they can be selectively drawn upon for current neighborhood planning purposes.

A. Martin Luther King, Jr. Boulevard Streetscape And Urban Design Master Plan

i. Overview

The Martin Luther King, Jr. Boulevard Streetscape and Urban Design Master Plan was developed by Mogavero Architects through a sixteen-month process that involved collaborating with Oak Park residents, the City of Sacramento, the Sacramento Housing and Redevelopment Agency, and other local institutions.[11] Mogavero's planning and design team produced a comprehensive vision for the boulevard based on in-depth analysis and community priorities identified through walk audits, focus groups, and design workshops. At the time of its development, the master plan aligned with the guiding principles of Sacramento's General Plan and provided a detailed vision for the revitalization of Martin Luther King, Jr. Boulevard and the neighborhoods of South Oak Park. The master plan was completed in 2008, but implementation was halted due to the California budget crisis and the loss of redevelopment funds.[12]

Figure 2: Proposed design of the South Gateway to Martin Luther King, Jr. Boulevard

ii. Goals

The primary goals of the revitalization efforts were stated in the master plan as follows:[13]

- Improve the quality of life for all residents.
- Enhance neighborhood character.
- Improve circulation networks for the safety of drivers, bicyclists, and pedestrians.
- Improve infrastructure for the neighborhood.
- Carefully consider plans for growth and development that are consistent with existing development patterns.
- Celebrate the legacy of Martin Luther King, Jr. and the diverse cultures of the neighborhood.

- Improve communication between all members of the community, city, and neighboring institutions.

iii. Community Development Strategies

A key strategy of this master plan was re-envisioning land use patterns to better serve local residents, and celebrate the existing community assets along Martin Luther King, Jr. Boulevard and the neighborhoods of South Oak Park. Significant development opportunities were identified, including the transformation of vacant and under-utilized parcels, and the improvement of existing infrastructure to better serve the needs of residents. Vacant and under-utilized parcels (i.e., those not used to their highest potential from a land use or density/intensity perspective) were identified as

valuable opportunities for infill development, providing sites for both residential and commercial land use, as well as public art and the creation of shared community space. Retrofitting existing infrastructure to address the everyday needs of residents largely focused on traffic calming measures, improved roadway and transit networks, and the transformation of streetscapes to provide more substantial infrastructure for bike and pedestrian use. Overall, the strategies outlined in the master plan aimed to redesign Martin Luther King, Jr. Boulevard as a welcoming corridor to strengthen community vitality (see Figure 2).

iv. Potential Applications for Aggie Square

Naturally, one cannot mechanically transpose elements from this or any other project to the development of Aggie Square. Each project needs to be understood on its own merits, in its own time and place. Nevertheless, the MLK Master plan may offer some useful ideas to the Aggie Square leadership. Perhaps its most important contribution may lie in its proposed neighborhood design elements. These proposals were intended to provide cohesive neighborhood form, integrate neighborhood-serving green spaces and commercial uses, prioritize smaller homes to promote housing affordability and supply, as well provide for a mixed-income profile. The plan also included design elements and programming that supported community interest in celebrating the legacy of Dr. Martin Luther King, and that fostered racial, ethnic, and cultural diversity in the neighborhood.

B. South Sacramento Urban Land Institute Advisory Plan

i. Overview

The Urban Land Institute (ULI) Advisory Plan was completed in September 2018. It provided a community assessment and recommendations to retrofit and revitalize South Sacramento's transit-adjacent neighborhoods, making them into transit-oriented neighborhoods. The recommendations outlined in the assessment are the result of ULI team interviews with over 75 local stakeholders (including residents, businessowners, students, elected leaders, community activists, and city officials), meetings with Sacramento Regional Transit (SacRT) and Sacramento Area Council of Governments (SACOG), and careful examination of existing community and strategic plans and civic/government websites. The study area is outlined in Figure 3.

ii. Goals

As stated in the advisory plan, the goal was to promote equitable, healthy, and inclusive community development that:[14]

- Fosters income growth, diverse housing options, good health outcomes, and healthy neighborhood amenities.
- Provides more convenient access to parks, housing, retail/services, employment, recreation and transit.
- Offers active transportation choices—such as trails, bike lanes, and sidewalks—to support health and reduce carbon emissions.
- Minimizes economic and physical displacement.
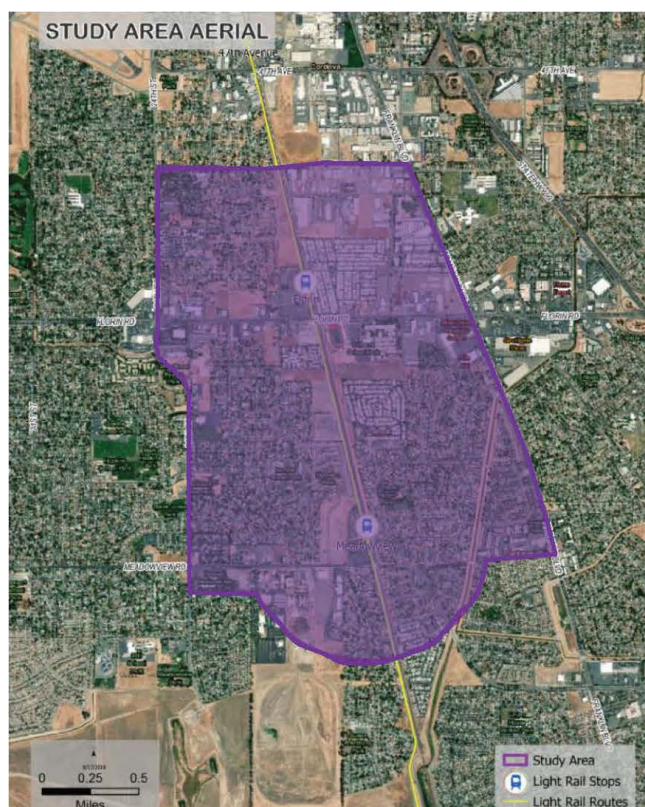- Leverages existing infrastructure and community assets.

Figure 3: Advisory Plan Study Area

- Reduces greenhouse gas emissions and vehicle miles traveled.

iii. Community Development Strategies

The interview process generated multiple strategies to promote equitable community development, including the development of more affordable housing, workforce training, living-wage jobs, public health and safety measures, programs and educational opportunities for youth, and access to and appreciation for cultural diversity. Mobility strategies were a focus to improve transportation connectivity and create safer transit environments. The advisory plan outlines specific recommendations to link parks, greenways, and bike lanes to the SacRT system to facilitate greater multi-model connectivity, account for first- and last-mile

connections, and promote increased transit use. The advisory plan also proposed working with WALKSacramento and Sacramento Area Bike Association to create Safe Routes to Schools plans. Other recommendations centered on the enhancement of community assets such as parks, trails, and open space, as well as potential development sites within the area that would offer opportunities for transit-oriented development.

iv. Potential Applications for Aggie Square

The Aggie Square partnership can work with neighborhood residents to consider how the priorities in this plan can inform neighborhood design. This can include issues such as: prioritizing transit-oriented development; Complete Streets;[15] housing affordability and supply, with an emphasis on creating a mixed-income profile; and the inclusion of design and program elements that engage neighborhood youth and reflect the area's cultural wealth. Proposed Complete Street plans for the Stockton corridor planned by the City of Sacramento will be an appropriate context to inform the implementation of some of these recommendations.

C. Oak Park Active Travel Study

i. Overview

The Oak Park Active Travel Study analyzed alternative transportation conditions and needs throughout the Oak Park Neighborhood. This project was initiated in response to growing concerns regarding traffic safety at several locations throughout Oak Park. Through a rigorous community participation and data collection process in partnership with WALKSacramento, the Oak

Park Neighborhood Association (OPNA) identified a series of goals and strategies related to transportation. The study assessed walking and biking conditions within the Oak Park Neighborhood using two walking assessments of the area (see Figure 4). This report was commissioned by the Oak Park Neighborhood Association (OPNA) and funded by the California Endowment in order to address traffic safety and mobility concerns expressed by residents. The final plan was completed in August 2017, but the implementation of these improvements was not guaranteed. Rather, the plan was intended to present neighborhood priorities to inform future planning efforts by the City of Sacramento.

- Improve the traffic safety and health for all residents.
- Celebrate and preserve the neighborhood's character and history.
- Increase access to low-carbon forms of travel such as walking, biking, and transit.
- Identify improvements that make walking and biking comfortable for people of all ages and abilities.
- Increase communication between the neighborhood, the city, and other partners in pursuit of streetscape improvements.
- Help OPNA play a more proactive role in ensuring that improvements are supportive of needs and goals of current residents.

ii. Goals

The primary goals of the travel study are stated in the final report, as follows:[16]

iii. Community Development Strategies

The Oak Park Neighborhood Association outlined multiple strategies to address traffic safety and mobility concerns. These included traffic calming measures, with specific attention given to slowing down traffic on the main streets, and creating greater separation between motorists and people using active modes of transportation (e.g., walking, biking). The study also highlighted the need to increase the safety of intersections and street crossings, as well as the opportunity to activate streets to facilitate more walking and biking. This reflected a commitment to improvements that support public transit use and safe routes to and from school and other youth-oriented destinations.

Figure 4: Oak Park Active Travel Study Area

iv. Potential Applications for Aggie Square

The Aggie Square partnership can work with neighborhood residents to consider how the priorities in this particular plan can inform neighborhood design for Aggie Square. For example, the partnership may wish to consider prioritizing transit-oriented development (TOD), and including bike and pedestrian-focused transportation networks for safety, convenience, and to promote an active and healthy lifestyle. As noted above, the Complete Street plans for the Stockton corridor planned by the City of Sacramento may also be directly relevant and useful.

Intervention	Benefit
Pedestrian Facilities	- Personal safety - Traffic safety - Economic development - Health - Equity
Bicycle Facilities	- Personal safety - Traffic safety - Economic development - Health - Equity
Traffic Calming	- Traffic safety - Economic development
Road Maintenance	- Traffic safety - Air quality
Placemaking	- More walking and biking - Economic development - Health and safety
Urban Greening	- Health - Traffic calming - Aesthetics - Air quality - Economic development
Education	Traffic safety
Enforcement	Traffic safety

Figure 5: Proposed community Interventions and associated benefits.

D. Oak Park Promise Neighborhood Implementation Plan

i. Overview

The Oak Park Promise Neighborhood (OPPN) implementation plan was developed as a grant proposal and submitted to the US Department of Education under the Promise Neighborhoods program in September 2017. The vision and purpose of the Promise Neighborhoods program is to provide children and youth with access to quality education and social support systems that facilitate a successful transition to post-secondary education and a career.[17] Led by Sierra Health Foundation's Center for Health Program Management, the OPPN was designed to leverage extensive neighborhood assets and an ongoing revitalization effort to create positive developmental outcomes for all children in the Oak Park neighborhood. The OPPN's holistic approach is referred to as the OPPN Continuum of Solutions.

The OPPN implementation plan was produced under the "Oak Park Smart" neighborhood educational initiative, thanks to a robust collaboration between the Sacramento City Unified School District, public charter schools, and community agencies. The OPPN also built upon resident engagement and community involvement. It is important to note that despite the engagement of multiple institutions, some residents and local organizations expressed concern that they were not meaningfully invited into the process, a fact that is important to consider for future planning efforts.

Although the proposal was unsuccessful in obtaining funding ($30 million over 5 years),[18] OPPN represents an important illustration of community vision and commitment. With increased community buy-in and political-will, the OPPN implementation plan offers the basis for a shared vision for change in Oak Park and offers guidance for continued efforts in this neighborhood.

ii. Goals
- The primary goals of OPPN are stated in the implementation plan as follows:[19]

- Build upon the neighborhood's abundant assets and strengths, including its rich cultural diversity and sense of community.
- Increase Oak Park residents' access to high-quality educational opportunities, from early education through college.
- Employ a comprehensive and thoroughly integrated set of services and supports to promote children's healthy development and success.
- Deepen community revitalization efforts so all Oak Park residents can continue to afford to live in their neighborhood.
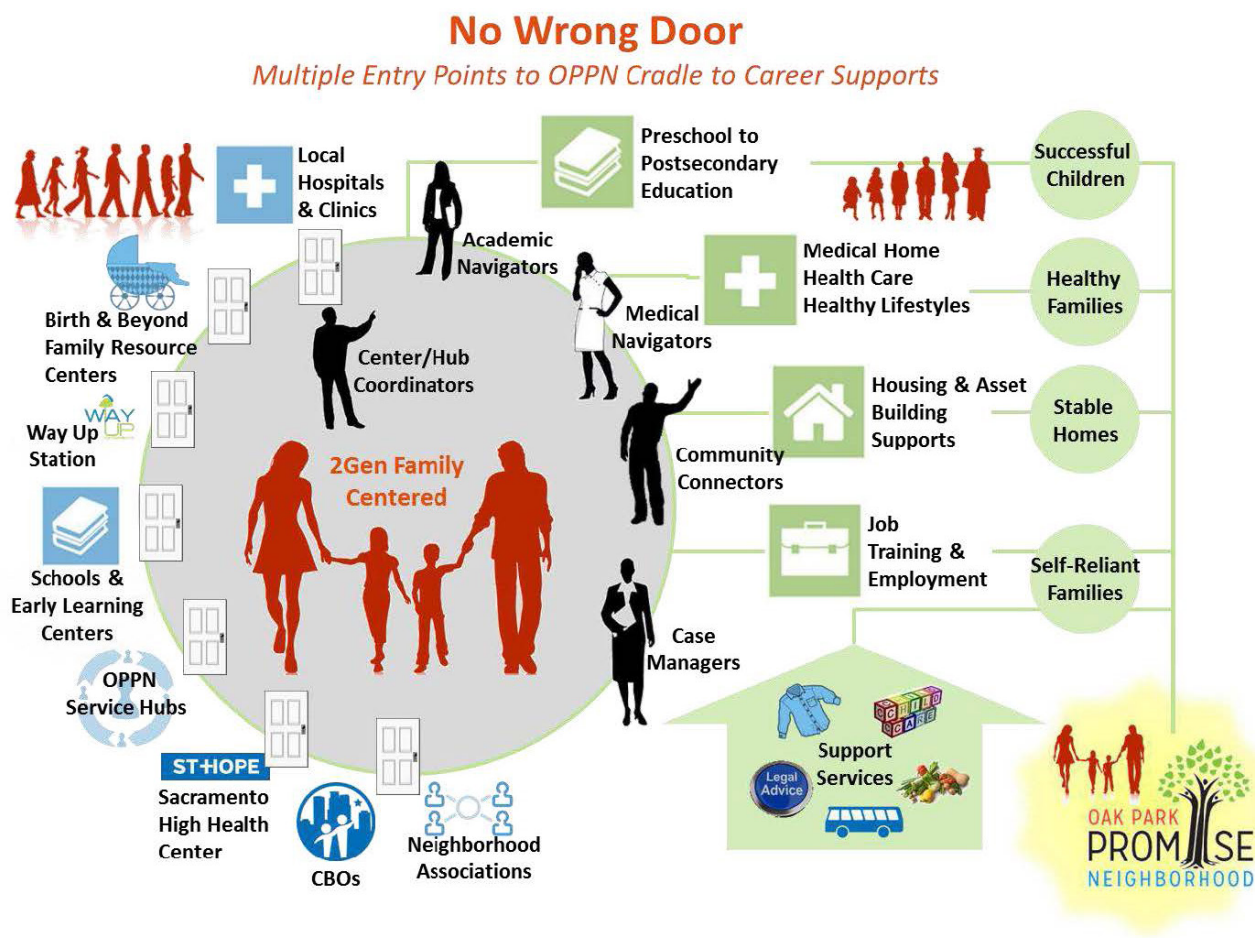

Figure 6: OPPN "No Wrong Door" Approach

- Assess OPPN programs and services using Results Based Accountability measures to inform future programming and practices.
- Democratize OPPN performance data to create transparency for providers, the community, and other stakeholders.
- Recognize Oak Park residents, youth, parents, and community members as integral leaders in the success of neighborhood development which relies on their active involvement and engagement.

iii. Community Development Strategies

OPPN proposed a lifelong learning continuum of solutions to integrate multiple support systems for children and families. The implementation plan outlined an evidence-based two-generation strategy, as well as a "no wrong door" design which provided multiple entry points for residents. By focusing on the well-being of two generations, OPPN was designed to strengthen the developmental outcomes of Oak Park children by addressing the needs of families, with special consideration given to stable housing, physical and mental health, workforce training, and living wages (see Figure 6).[20]

iv. Potential Applications for Aggie Square

Although the OPPN was not funded, its holistic approach, as well as the broad local and city-wide support it received, can provide a roadmap for Aggie Square's investment in a lifelong learning continuum for local residents. This can help address existing inequities, celebrate and build upon local cultural diversity, and allow neighborhood residents to benefit from the employment opportunities of Aggie Square. As noted above, enhancing the inclusion of grassroots residents in the planning process is one area that could have been improved upon; in this sense, the OPPN experience offers a variety of useful lessons for Aggie Square development.

E. WayUp Sacramento Oak Park Listening Assessment

i. Overview

The WayUp Sacramento listening assessment was completed in late 2013 by the Health Education Council (HEC) to better understand resident engagement in the WayUp Sacramento Initiative.[21] WayUp Sacramento is an initiative that focuses on economic development and neighborhood revitalization in Oak Park. Its projects, such as Oak Park Smart, Med Zone, and the Sacramento Urban Nursery, provide important resources for the health and well-being of Oak Park residents.[22]

A major priority of the community listening assessment was to lay the groundwork for resident engagement in future community improvement and planning processes, particularly among people of color and residents in South Oak Park who are underrepresented in WayUp convenings and programming. HEC conducted a series of 15 key informant interviews and 5 listening sessions with 50 Oak Park residents to learn more about critical community issues, as well as residents' interest in local initiatives such as WayUp. The interviews and listening sessions created an opportunity for residents to share their perspectives, discuss their experiences as Oak Park residents, and provide recommendations for improving the neighborhood. The HEC preliminary report documented the findings from those conversations and offers strategies to

more effectively engage these underrepresented populations in WayUp efforts moving forward.

ii. Goals

The primary goals of the community listening assessment are stated in the preliminary report as follows:[23]

- Assess and gain a better understanding of resident knowledge of WayUp, other resources, and services in Oak Park.
- Identify and capture the daily challenges and issues residents face.
- Solicit input and recommendations for improving neighborhood conditions.
- Identify Oak Park resident leaders, other neighborhood representatives, and advocates who want to actively work on the issues being addressed through WayUp.

iii. Community Development Strategies

HEC recommended that WayUp primarily focus on strengthening community engagement, improving communication, and building connections. Specific strategies are outlined in Figure 7.

iv. Potential Applications for Aggie Square

Aggie Square can benefit from the WayUp community study in the design and implementation of its own community engagement strategies, including involvement that takes place early and often, has a clear and consistent message, and monitors outcomes by connecting with area residents in meaningful ways.
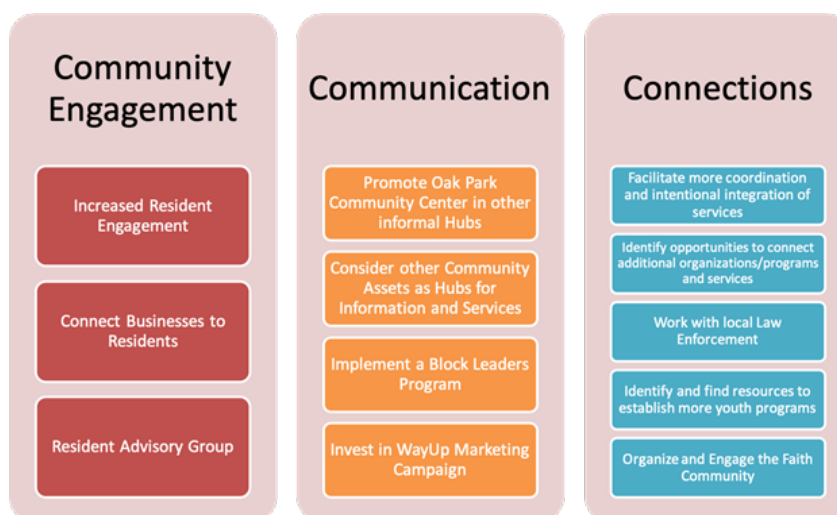

Community Engagement
- Increased Resident Engagement
- Connect Businesses to Residents
- Resident Advisory Group

Communication
- Promote Oak Park Community Center in other informal Hubs
- Consider other Community Assets as Hubs for Information and Services
- Implement a Block Leaders Program
- Invest in WayUp Marketing Campaign

Connections
- Facilitate more coordination and intentional integration of services
- Identify opportunities to connect additional organizations/programs and services
- Work with local Law Enforcement
- Identify and find resources to establish more youth programs
- Organize and Engage the Faith Community

Figure 7

F. South Sacramento Building Healthy Communities Initiative

i. Overview

Funded by The California Endowment (TCE) as part of its 10-year, $1 billion plan, the Building Healthy Communities (BHC) initiative is a cross-sector collaborative effort that aims to achieve health equity through a comprehensive, place-based approach.[24] The South Sacramento site was selected as one of 14 sites with the intention of channeling funding and community efforts to address issues of economic development, social opportunity, education, health, and neighborhood development needs. The BHC initiative is currently in its ninth year and has made substantial strides in securing funding for organizations across multiple priority areas.

ii. Goals

The BHC initiative aims to support key components of community health. According to this vision, communities ideally achieve the following goals:

Figure 8

change as their framework to achieve transformative change in the 14 BHC communities.[25] These drivers are outlined in Figure 8.

Given the 10-year timeframe and place-based approach of BHC, the initiative is designed to address resident needs and concerns, support grantee campaigns and programs, and strategize about effective ways to produce system-level change. For the Sacramento BHC site, the Hub is the central operating base of the initiative, and receives support from action teams, leadership teams, committees/coalitions, and resident engagement.

- All children have health coverage.
- Families have improved access to a "health home" that supports healthy behaviors.
- Health and family-focused human services shift resources toward prevention.
- Residents live in communities with health-promoting land use, transportation and community development.
- Children and families are safe from violence in their homes and neighborhoods.
- Communities support healthy youth development.
- Neighborhood and school environments support improved health and healthy behaviors.
- Community health improvements are linked to economic development.
- Health gaps for boys and young men of color are narrowed.
- California has a shared vision of community health.

iv. Potential Applications for Aggie Square

With approximately 1.5 years of their initiative remaining, BHC partners are actively planning and working on campaigns to achieve the goals of the initiative. Aggie Square could collaborate with BHC to build on the community relationships and support the priorities identified over the past 8+ years, with a commitment to promoting a comprehensive health equity approach.

G. Takeaway Lessons From Community Plans

The above plans and proposals were intended to represent the needs, visions, and values of hundreds of residents in the neighborhoods surrounding Aggie Square, as well as those of residents of outlying areas of South Sacramento, at the time when they were originally conceived or launched. As noted above, some of these initiatives were more successful than others in achieving their goals. As of this writing,

iii. Community Development Strategies

The South Sacramento BHC initiative is driven by a health equity framework while also adapting to the changing political climate, economic context, funding availability, and other emerging issues. The initiatives also utilize TCE's five drivers of

these initiatives should not be taken as necessarily representative of current resident needs or visions. Keeping this important caveat in mind, the Aggie Square partnership can still draw on numerous lessons from these initiatives. They can also provide the Aggie Square partnership with tools and networks to engage in close consultation with neighborhood residents. This can help guide Aggie Square's development in ways that affirm and support residents' expressed goals for the future of their neighborhoods.

Some of these initiatives address specific locations in the Aggie Square area (e.g., the South Oak Park Way up and Oak Park Promise Neighborhood). Others were designed for adjacent neighborhoods (e.g., Martin Luther King, Jr. Boulevard Streetscape and Urban Design Master Plan). As noted above, it will be important for Aggie Square planners to consult directly with neighborhood residents to inform and guide new approaches to implementing high-priority actions.

Following are some of the broad takeaway design principles synthesized from the initiatives described above.

i. Inclusive Economic Development
- Aggie Square's community economic development approach could prioritize industry partners that: support local workforce development and entrepreneurship; utilize creative institutions such as co-ops; contribute to local infrastructure and workforce housing; and pay living wages.

ii. Workforce Development and Education
- Aggie Square could contribute to a life-long learning continuum through support of efforts such as those envisioned by the Oak Park Promise Neighborhood Plan. This could involve: educational improvements through a cohesive PreK- 14 approach; active educational and career mentoring; out-of-school learning opportunities; programs and design elements that celebrate and cultivate cultural wealth; and holistic social supports to support vulnerable youth and families.

iii. Housing Affordability and Supply
- The Aggie Square partners could inventory and develop re-use plans for under-utilized and vacant lots in nearby neighborhoods to support community revitalization.

- UC Davis could partner with city and county entities (e.g., Sacramento Regional Transit and Sacramento Housing and Redevelopment Agency) and private developers (possibly companies that will be housed at Aggie Square) to identify property that is suitable for development (including mixed-use development). This can be done in a way that adds to housing affordability and supply, to minimize the displacement of existing residents, and address housing need for employees, students, and faculty.

- The Aggie Square partners could conduct an infill development study of Stockton Boulevard and Broadway to identify vacant or underutilized parcels for housing and commercial development, as well as mixed-used zoning opportunities.

- Aggie Square development may wish to consider ways to support the Sacramento Community Land Trust by investing directly, or identifying other creative avenues for supporting the trust's work, to provide a land base to support long-term housing affordability and supply.[26]

iv. Community Health

- The university could continue to expand its primary care services to serve nearby residents through neighborhood clinics and other means.

- Aggie Square could collaborate with local nonprofits and public agencies to establish a service delivery hub that could provide support for children and families of residents, faculty, staff, students, and local residents.

- The hub could host youth programs, internships, or after-school programs that support entrepreneurship education in technology and innovation, tap and build intercultural engagement capacities, and facilitate college and career readiness.

- Aggie Square could support a local food systems approach by providing: spaces for a farm stand/farmers' market; support for a cottage industry food kitchen; food education spaces; and an urban garden drawing on the expertise of local residents with diverse foodways.

v. Public Space and Mobility

- New development could enhance the character and history of the neighborhoods surrounding Aggie Square to enrich their physical and cultural landscapes. It could also consider incorporating welcoming and inclusive visual cues (e.g., public art, neighborhood or destination signage, historical displays/placards, or a local oral history project reflecting neighborhood diversity).

- It could also create visually welcoming, culturally-responsive, multi-purpose public spaces (e.g., plazas, parks, greenways, transportation hubs) that activate Aggie Square as a gathering place serving residents, faculty, staff, and students.

- It could improve mobility, connectivity, circulation, access and active transportation to/from/around Aggie Square for pedestrians and bicyclists.

- Aggie Square could become a transit-oriented development with multi-modal options to facilitate greater connectivity to other parts of the city and to help reduce barriers to jobs, education, training, and university resources.[27]

- The project could encourage creative streetscape planning (i.e., Complete Streets, traffic calming) around Aggie Square, primarily along Stockton Boulevard and Broadway corridors for active transportation, providing safe routes to school, and neighborhood vitality.[28]

- It could address first mile/last mile connectivity with a transportation hub at Aggie Square, and other transportation infrastructure.

- It could utilize existing community-based research (e.g., neighborhood walk audits by WalkSacramento) to identify priority areas for transportation improvements

such as crosswalks, traffic calming, Complete Street development.

vi. Participatory Planning

- The Aggie Square project could: adopt a pro-active approach to social equity; actively support engagement and benefits for historically underserved populations (e.g., immigrants, people of color, youth, elders, people with low incomes, people with disabilities, and people experiencing homelessness); and utilize culturally responsive and affirming development approaches.

- It could provide meaningful opportunities for community participation in Aggie Square public space planning, to create a sense of connection and ownership for residents.

- It could leverage public scholarship and community-university partnerships in teaching, research and extra-curricular programming.

- It could tap UC Davis students' energy, insight and expertise in planning and program development, working with students originally from the neighborhoods surrounding Aggie Square, and students with backgrounds and experiences similar to those of the focus neighborhoods' residents.

IV. WHICH COMMUNITY PARTNERSHIP MODELS CAN INFORM AGGIE SQUARE'S GOALS?

As UC Davis, the City of Sacramento, and their many community partners collaborate to develop Aggie Square, they can turn to many models from across the country to learn about frameworks, strategies, and institutional arrangements to strengthen their efforts. Building effective community-university partnerships can help redress the all-too-common power disparities between academic institutions and their surrounding communities. A thoughtful approach can help reduce and transform historical town-gown mistrust and conflict into collaborative processes. These, in turn, can free all parties to contribute their unique knowledge, express their core needs and interests, and develop strategies for mutual benefit.[29]

Such mutually respectful and beneficial partnerships are particularly important for initiatives that directly involve and affect historically underserved and marginalized people and places, helping to address historical inequities in a constructive manner.[30]

UC Davis' land grant mission expresses a deep dedication to research, teaching, and service that serves the public interest of the people throughout the state. Historically, however, much of UC Davis' public mission has been focused on rural communities. The Aggie Square development offers an opportunity for the university to explore innovative ways to extend its mission into the urban sector.

One nationally established framework for this kind of work is the anchor institution concept. This framework emphasizes the long-term, place-based investments that

universities make in metropolitan areas, and offers multiple approaches to community-university partnerships that are worthy of careful consideration.

The following section provides an overview of the anchor institution framework, followed by a set of anchor institution models that have been successfully adopted by other universities. Next, this section outlines a set of strategies for developing and implementing an "anchor mission," with special attention to strategies and examples that address areas that key to UC Davis' goals and context.

A. Anchor Institutions

The Democracy Collaborative, an independent nonprofit research center dedicated to building community wealth,[31] defines anchor institutions as those "consciously applying their long-term, place-based economic power, in combination with their human and intellectual resources, to better the long-term welfare of the communities in which they reside."[32] Organizations identifying as anchor institutions have employed a range of strategies to identify and address priority needs in their surrounding communities. Numerous case studies have documented these anchors' success in driving inclusive economic development, producing improvements to the built environment, and supporting social programs.

The concept of anchor institutions has been developed in response to several interconnecting phenomena. One of these involves economic restructuring processes, in which capital has fled city centers. This has created growing recognition that colleges/

universities—institutions that are tied to a certain location—can serve as the backbone for economic revitalization of deindustrialized cities. Simply put, anchor institutions cannot move. As a result, "the well-being of the anchor institution is inextricably tied to the welfare of the community in which it is located".[33] Like anchor tenants in a commercial building or corridor, anchors can attract other businesses and catalyze economic vitality.

Two of the major anchor institutions are colleges/universities and hospitals (colloquially referred to as "eds and meds"). As both a world-class university and medical school and center, UC Davis clearly possesses tremendous capacity to embody the role of an anchor institution.

Let us look at each one of these dimensions in turn. To start, universities can be potent anchor institutions given their scale, their locations in or near underserved communities, and their public benefit missions. As noted by the Democracy Collaborative, the higher education sector in the United States as a whole spends $43 billion every year, employs over 4 million people, and has endowments of over half a trillion dollars. Universities are, furthermore, intellectual centers with tremendous problem-solving and knowledge-producing abilities.15 When these capacities are directed toward addressing local manifestations of real-world problems, universities have the potential to be drivers of positive change in the communities in which they are located.

Hospitals and medical centers also tend to be place-based institutions with a public mission to address the needs and interests of typically

under-served populations and places. The American Hospital Association estimates that the goods and services purchased by hospitals in 2013 supported $2.6 trillion in economic activity across the United States,[34] making hospitals powerful economic drivers in the communities and regions where they are located.

Furthermore, the Patient Protection and Affordable Care Act mandates that tax-exempt hospitals (such as UC Davis Health): a) conduct, at least every three years, a community health needs assessment (CHNA) with input from persons who represent the broad interests of the community; b) develop an implementation strategy to address priority needs identified through the CHNA process; and c) use the CHNA as the basis to inform collaborative programs between hospitals and other stakeholders. These mandates provide a useful foundation for identifying and addressing community health needs. Indeed, CHNAs have been utilized by hospitals and public health organizations working in partnership to develop their programs; other healthcare organizations adopting anchor missions have also based their strategies on the findings of CHNAs. [35]

While traditional economic development tends to be about attracting industry to a community, the Democracy Collaborative argues for the concept of building "community wealth." It proposed the concept as a strategy for building upon community assets to create more vibrant and sustainable communities. Community wealth-building involves a commitment to ensuring that wealth circulates in locally beneficial ways. Beyond simply bringing financial resources to the area, this approach focuses on helping

The Role of Anchors in Community Revitalization: Strategic Framework

Figure 9

B. Models For Anchor-Based Community Development

In the context of university-community partnerships, the Carnegie Foundation defines community engagement as "collaboration between institutions of higher education and their larger communities (local, regional/state, national, global) for the mutually beneficial exchange of knowledge and resources in a context of partnership and reciprocity".[36] This mutually-beneficial model is crucial to transform the sometimes negative impacts that some university actions can have on nearby—and often disadvantaged communities. [37]

While capturing the over-arching concept of community engagement, this and other definitions often fail to recognize the distinct community development strategies that universities may adopt based on their unique social and historical contexts, institutional capacities, target demographics, and available resources.

To address this gap, Axelroth-Hodges and Dubb (2012) conducted in-depth case studies of 10 universities employing anchor strategies: Emory University; Indiana University-Purdue University Indianapolis; Lemoyne-Owen College (in Memphis, Tennessee); Miami Dade College; Portland State University; Syracuse University; University of Cincinnati; University of Minnesota; Twin Cities; University of Pennsylvania; and Yale University. Their analysis revealed patterns in the objectives identified, key issues addressed, and strategies employed by these institutions.

Based on these patterns, the authors defined three models of anchor-based community

families and communities control their own economic destinies. Thus, community wealth is typically developed through cooperatives, employee-owned companies, social enterprise, land trusts, family businesses, community development financial institutions and banks, and other strategies that build individual and collective agency.

Anchor institutions, through their concentration of social, political, and economic capital, can be major champions for community wealth generation. Aggie Square can step into a similar role, helping catalyze a community wealth strategy in Sacramento that, if designed strategically, will benefit the university, city, and local communities.

Figure 9 depicts the range of roles that can be played by anchor institutions in community revitalization:

development: the university as a facilitator, the university as a leader, and the university as a convener.

The University as a Facilitator

Axelroth-Hodges and Dubb (2012) categorized three universities as facilitators: Indiana University-Purdue University Indianapolis; Portland State University; and Miami Dade College. These universities place particular emphasis on academic engagement, including a large number of service-learning, community-based research, public school and health partnerships across a wide geographical area. As young, public institutions, these universities have fairly small endowments; they therefore focus on building community capacity through in-kind resources rather than corporate investment. They also rely on academic engagement by individual faculty rather than on a focused, institutional strategy for engagement.

Portland State, for example, focuses heavily on student learning through engagement. In 2007-2008, its service-learning program reported involvement by 7,800 students in more than 400 community-based learning classes. In recent years, Portland State's engagement has expanded to include the business and government sectors. However, engagement remains fairly diffuse, and is determined by the individual interests of faculty, students, and community partners.

The University as a Leader

In contrast to the service-learning and geographically broad foci of facilitator institutions such as Portland State, the three universities that Axelroth-Hodges and Dubb identified as leaders (University of Pennsylvania, The University of Cincinnati,

and Yale University) have a geographically narrow target area close to campus, where they focus on comprehensive neighborhood revitalization. In each of these cases, the universities developed their engagement plans in response to contentious conditions in their neighborhoods, using their considerable endowments to support changes that were perceived as critical to the institution's future, and beneficial to their host communities.

For the University of Cincinnati, crime and blight along the outskirts of campus were seen as threatening the university's very existence. In response, between 2002 and 2012, the university dedicated almost $150 million from its endowment pool to finance low-interest loans, devoting an additional $8 million in operating grants for community redevelopment efforts. Other strategies have included public education and health partnerships to support college-to-career pipelines, and the development of a multi-anchor "Uptown Consortium" to improve quality of life and seek continued investment in the surrounding community.

The University as a Convener

Universities acting as conveners have commonalities with universities that embrace the facilitator and leader models, but with two distinctions. Unlike those who embrace the facilitator model, universities that act as conveners place a great emphasis on place-based strategies; and unlike those who embrace the leader model, universities that act as conveners take a strong participatory and coalition-based approach to engagement. "Critically, these institutions have all worked to forge liaisons – both human and physical – to more closely align themselves with

the needs and voices of the community. As conveners, these schools bring in community organizations and residents as co-participants in planning and operations, and ultimately as "owners" of neighborhood revitalization" (Axelroth-Hodges and Dubb (2012).

Axelroth-Hodges and Dubb (2012) identified four universities as aligning with the convener model: Syracuse University; University of Minnesota, Twin Cities; LeMoyne-Owen College; and Emory University. Each institution has developed a community revitalization strategy for a discrete community in need, using some corporate funds, but primarily leveraging public and private funds to advance the community's agenda. These efforts emerged not from a need to protect the university from a perceived threat, but from the potential to produce benefits for the community.

Syracuse University, for example, invested in the city's Near West Side, one of the 9 poorest census tracts in the country. Chancellor Nancy Cantor was adamant that this investment not be touted as a university initiative; rather, community revitalization efforts have been directed through the Near West Side Initiative, a nonprofit corporation comprised of business, nonprofit, and neighborhood leaders as well as development professionals. Their efforts have combined comprehensive neighborhood revitalization, local capacity-building, community and economic development through corporate investment, public education and health partnership, and academic engagement activities.

These three models highlight some of the ways in which institutional resources, local context, administrative leadership, and community priorities can shape approaches to anchor-based community development. Moreover, they illustrate variations in how universities engage with their local communities; while the convener model prioritizes community ownership and capacity-building, the leadership model usually results from a sense of urgency and perceived threat.

While these models all represent viable approaches to anchor-based community development, Axelroth-Hodges and Dubb also emphasize the importance of equitable partnership principles that place emphasis on benefiting the community, rather than just the university. Thus, while the leadership model has enabled some universities to expediently address imminent crises, this model should also promote equitable university-community collaborations.

Building from Axelroth-Hodges and Dubb's three models for anchor-based development, the following three sections will elaborate on strategies for sustainable, impactful anchor-based development, with an eye to informing the Aggie Square experience. We first discuss the importance of institutional support for anchor-based engagement. Next, we provide a guide to developing partnerships with other organizations to advance the anchor mission. Finally, we highlight some examples of programs and activities that could enable UC Davis to advance its anchor mission.

C. Institutional Capacity For Anchor-Based Development

Each of the models discussed above requires commitment by the university's leadership, albeit in different ways. One thing is

clear, however: university leadership must demonstrate an explicit commitment to institutional investment, whether it take the form of financial resources, engaged scholarship by faculty and students, or participation in multi-anchor or multi-sector collaborations. This commitment is necessary to ensure that community-engaged practices become embedded throughout the university's structure, values, and finances. "If a university seeks status as an 'engaged university'," Birch and colleagues (2012) assert, "then this must be registered in the institution's fiscal and structural investment in the process."[38]

Citing the Kellogg Commission's 1999 report, "Returning to Our Roots: The Engaged Institution,"[39] Birch and colleagues highlight three aspects of the academy that discourage faculty from prioritizing community engagement: the academic disciplinary order, which places the greatest value on contributions to the disciplinary community at large; the resulting "class system" that subordinates community-engaged and public service researchers to discipline-directed faculty members; and the challenge of securing long-term, stable funding necessary to support community-engaged projects. Opposing these structures, they suggest, requires institutional leadership that promotes, financially supports, and legitimizes community engagement by faculty and students. Support by top-level leadership for community engagement must therefore be viewed as a prerequisite to the pursuit of an anchor-based development strategy.

D. Anchor Partnerships

In each of the models discussed in Models for Anchor-Based Community Development,

universities formed strong partnerships with existing community organizations (or community-based organizations, known as CBOs), as well as business leaders, neighborhood representatives, and other anchor institutions.[40] CBOs and other local organizations, which typically focus on one to two impact areas in a given geography, can partner with anchor institutions on discrete initiatives that advance the CBO's mission and impact. These partnerships therefore create opportunities for the university to scale up its impact and drive efforts across a range of sectors, while also supporting the local organization. In some cases, multiple organizations form coalitions or consortiums that help direct the university's efforts.

In addition to scaling up the impact of anchor-based development strategies, partnerships with local community organizations help to ensure that community development strategies align with neighborhood values and culture. In contexts where the community has a history of disinvestment, mistrust between the community and university may create considerable obstacles to community engagement. Leaders from those communities can act as advocates for —and liaisons to— those communities.

Once a strong set of community partners is identified, it is important to develop a participatory and inclusive decision-making and governance process. The highest levels of citizen participation should be sought in the decision-making process. Sherry Arnstein's (1969) "Ladder of Citizen Participation" typology represents citizen participation as existing on a continuum from "nonparticipation" to "tokenism" and

finally to "citizen power," with each rung corresponding to the extent of citizen control in determining the plan or program. At the highest rungs of the ladder, development occurs not for, in, or to communities, but with communities.[41]

To ensure strong participation, a commitment must be formalized through negotiations, agreements, and other linkages between key parties to an anchor institution strategy. The following frameworks offer ways to promote equitable and effective participation of university and community partners.

i. Principles of Equitable Partnerships and Participatory Processes

Establishing a process for equitable and collaborative community engagement is a critical element of an anchor institution strategy. The following section offers a range of methods that can be employed to ensure that community stakeholders are reached, heard, and involved.

Asset-based Community Development

Asset-based Community Development (ABCD) is one method for creating sustainable development by identifying communities' strengths (e.g., resources, skills, experience, culturally-rooted knowledge, social networks, and formal and informal leadership) as the starting place for determining appropriate actions to address community issues.[42] This method uses the community's existing assets as the foundation for development, rather than focusing on the deficits that exist. In doing so, this approach empowers community members and suggests that solutions to community problems can be found by leveraging the community's strengths as the key building blocks for

development, and supplementing these efforts with outside resources as needed. This approach values the contributions and participation of local residents, community associations, and other institutions that share their priorities, and ultimately has the potential to create robust and sustainable community change.

Community-based Participatory Action Research

Community-based Participatory Action Research (CBPAR) is an approach to community development that emphasizes the participation of local residents and stakeholders in research processes, to better understand the community's social dynamics, history, and priorities.[43] It seeks to understand the community's pressing challenges—particularly from the vantage point of typically underrepresented and underserved populations—and develop viable, equitable solutions by drawing upon the lived experiences and knowledge of community members. This method emphasizes collaborative inquiry that includes community stakeholders and researchers in leadership roles. These stakeholders and researchers are in turn encouraged to pursue questions of significance to the community, employ methods that respectfully engage diverse community participants, and generate findings that translate into action.

Collective Impact

The Collective Impact (CI) framework is a structured approach to problem- solving and a form of cross-sector collaboration that addresses complex social and environmental challenges.[44] Many place-based initiatives have adopted the CI framework to guide

their work, often involving a core group of organizations, leaders, and stakeholders that collaborate to achieve a shared vision of change for their community. This method prioritizes a common set of strategies for collective action, and posits that complex community issues can only be solved collaboratively.

Five conditions are needed for an effective Collective Impact initiative:

1. Common Agenda: Participants share a vision for change, including both a common understanding of the problem, and clear ways to solve it.
2. Shared Measurement System: Participants use an agreed-upon approach to collect data and measure results to ensure consistency and alignment as they track progress.
3. Mutually Reinforcing Activities: Participants contribute separate, but complementary efforts to advance their shared vision and goals.
4. Continuous Communication: Participants use consistent and open communication to build trust, share lessons learned, and create common motivation.
5. Backbone Infrastructure: Neutral organizations or institutions serve as coordinating bodies to provide support, staff, and resources for the initiative.
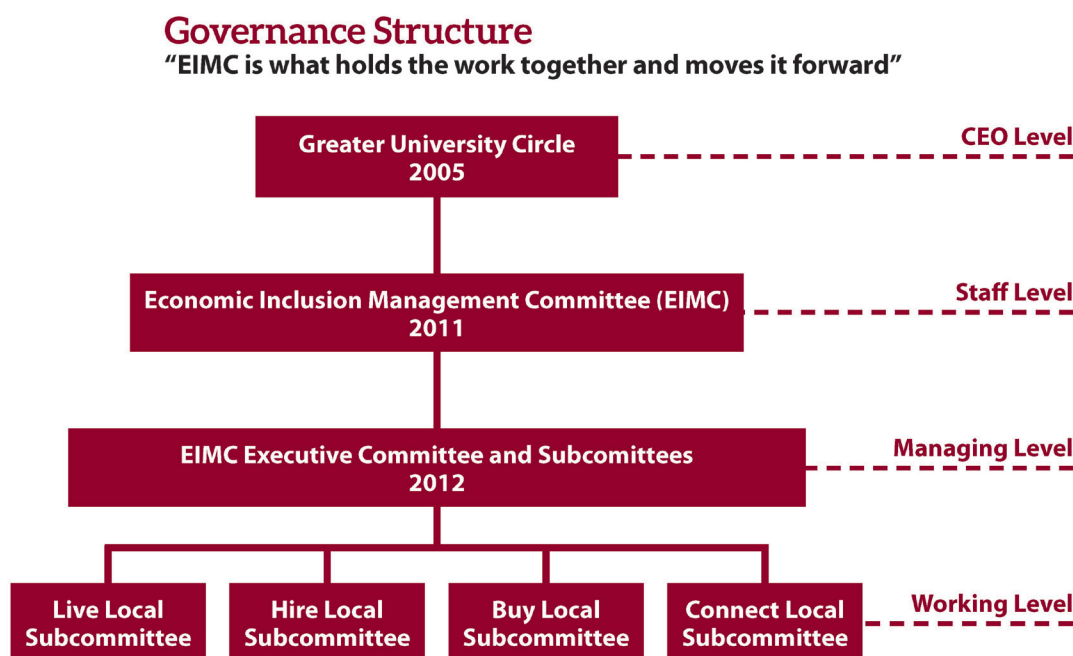
Principles for Equitable Collaboration
Wolff et al. (2016) assert that multi-sector approaches to equity and justice "must include and prioritize leadership by those most affected by injustice and inequity in order to effect structural and systemic changes that can support and sustain inclusive and healthy communities."[45] They

propose the following six principles for engaging with communities in a way that leads to transformative changes in power, equity, and justice:

• Principle 1: Explicitly address issues of social and economic injustice and structural racism.
• Principle 2: Employ a community development approach in which residents have equal power in determining the coalition's or collaborative's agenda and resource allocation.
• Principle 3: Employ community organizing as an intentional strategy and as part of the process. Work to build resident leadership and power.
• Principle 4: Focus on policy, systems, and structural change.
• Principle 5: Build on the extensive community-engaged scholarship and research from the last four decades showing what works, acknowledging complexities, and evaluating projects appropriately.
• Principle 6: Construct core functions for the collaborative based on equity and justice, providing basic facilitating structures and building member ownership and leadership.

ii. Governance Structures
Governance structures that formalize decision-making processes, accountability structures, and citizen participation help to ensure that community development is collaborative and equitable. The following section offers a range of methods that can be employed to support these processes. Unfortunately, many large-scale anchor institution initiatives do not engage local residents in meaningful and empowered ways; UC Davis, however, has the

Governance Structure
"EIMC is what holds the work together and moves it forward"

Greater University Circle 2005	CEO Level
Economic Inclusion Management Committee (EIMC) 2011	Staff Level
EIMC Executive Committee and Subcomittees 2012	Managing Level
Live Local Subcommittee / **Hire Local Subcommittee** / **Buy Local Subcommittee** / **Connect Local Subcommittee**	Working Level

Figure 10: Cleveland's Greater University Circle Governance Structure[46]

opportunity to build on its many, successful existing local engagement initiatives to innovate on this crucial dimension of the anchor institution model.

Working Groups

The Anchor Mission Playbook, compiled by the Rush University Health System in Chicago, recommends that a leadership team be established that includes an Executive Leadership Team, a Core Team responsible for project management and strategic direction, and leaders for each business unit/ department. Its "Anchor Mission Working Group" model provides a useful guide for creating an internal organizational structure. However, it does not indicate the extent to which individuals from the community of concern may be incorporated into decision-making processes.

Tiered Governance Structure

The Greater University Circle Initiative employs a four-tiered governance structure: Chief Executive Officer (CEO) Level (Greater University Circle); Staff Level (Economic Inclusion Management Committee, or EIMC); Managing Level (EIMC Executive Committee and Subcommittees); and Working Level (including Subcommittees for Buy Local, Hire Local, Live Local, and Connect.) It points to the creation of the Staff Level EIMC as a key factor in the initiative's success. The EIMC is comprised of the directors and managers of the departments within the participating organizations, who are charged with implementing the goals set by the leadership team; they set operational objectives and develop collaborative programs to implement them.

Note that the Greater University Circle's formal governance structure does not

explicitly identify grassroots or resident decision-making. This tension between top-down administrative structure and bottom-up approaches must be acknowledged and addressed to ensure that ensuring local benefit remains at the center of the strategies.

iii. Anchor Institution Action Strategies

Anchor institution frameworks have been applied to a range of topical areas at the neighborhood scale, including some that are included in the list of priorities identified in this report for Aggie Square, namely: inclusive economic development; workforce development and education; housing affordability and supply; community health; and public space and mobility.

UC Davis has a number of academic resources that can be leveraged to achieve community development objectives. Academic engagement projects may include service-learning, "capstone" projects, practicums, health clinics, internships, community problem-solving research projects, or other forms of scholarly engagement that result in enhanced learning, research, or teaching. At the same time, UC Davis' partnerships with other organizations can also create opportunities to advance individual initiatives, and affirm its overall anchor mission. One anchor can partner with multiple, smaller partner organizations, such as local businesses and community-based organizations; similarly, multiple anchor institutions can pool their resources and develop a collaborative anchor mission.

The following are examples of how the anchor framework has been applied to various development themes aligned with those of Aggie Square, including inclusive economic development, workforce development, housing affordability and supply, community health, and investment in mobility and shared public spaces. It is important to note that these topical areas are inextricably connected. For example, building community wealth often leads to improvements in community health and educational outcomes.

Inclusive Economic Development

Anchor institutions can play important roles in inclusive economic development through their significant purchasing power and their potential for investing in local businesses and people. These strategies can support local economies through the local procurement of goods and services, by helping shape real estate development for community benefit, and by stimulating local commercial investment and the local housing market.[47]

The Cleveland Greater University Circle Initiative, a multi-anchor effort in Cleveland, Ohio, for example, has developed a strategy that not only creates opportunities for inclusive hiring, but also supports the procurement of local goods and services by the anchors involved.[48] It led to the Evergreen Cooperative Initiative, a series of cooperatively owned businesses that could employ local residents and provide goods and services to the anchor institutions. In 2009, the alliance launched the first two cooperative businesses—Evergreen Commercial Laundry and Evergreen Energy Solutions—followed by the nation's largest urban hydroponic greenhouse, Green City Growers, in 2012. The businesses employed 100 local residents within the first few years of the initiative.

Anchor institutions have taken a number of other approaches to increasing opportunities to purchase goods and services locally, and to help small businesses increase their capacity to meet these needs. Healthy Neighborhoods Albuquerque, a coalition of six anchor institutions led by the University of New Mexico Health Services Center, has prioritized sourcing food from local growers. In addition to hosting growers' markets on the Health Services Center's campuses, they have created a system of fruit and vegetable "prescriptions" that can be distributed to patients and redeemed at the market. Similarly, the Central Corridor Anchor Partnership in the Twin Cities region of Minnesota, comprised of 13 anchor institutions including colleges, universities, healthcare organizations and hospitals, has negotiated mutually beneficial procurement options with local suppliers of appliances, window cleaning, snow removal and food provision.[49]

Workforce Development and Education

Universities can support inclusive economic development in ways that benefit both local communities and their own operations by investing in workforce training. One key anchor strategy involves helping local residents overcome barriers to employment in the anchor institutions, as well as in partner institutions.

To develop such a program, the Anchor Mission Playbook, compiled by Rush University Health System and the Democracy Collaborative, recommends first characterizing the region's workforce, then using that information to identify intended participants for human resource-related

programming.[50] In addition to focusing on geography, the Anchors Playbook suggests that this target approach should also consider wage gaps, entry-level positions with high employee turnover, concentrated disadvantages faced by certain racial or ethnic groups, and other characteristics.

With its local audience defined, the anchor institution can identify population career needs such as formal guidance, mentoring, skills training or certification, internal communication about potential career pathways, barriers to career mobility, and other factors. It can further identify and address career mobility and stability for the population being served, such as transportation, childcare, and irregular shift scheduling.

The resulting program will ideally provide important capacity-building opportunities and address obstacles facing local residents. For example, ProMedica, a not-for-profit healthcare organization serving northwest Ohio and southeast Michigan, has developed a program in that hires individuals with high barriers to workforce entry, such as those with previous convictions or those living in homeless shelters. Trainees work twelve months learning technical and soft skills and receiving financial coaching. ProMedica's Ebeid Institute in Toledo, Ohio provides salary support and funding for an additional four hours per week of General Education Development (GED) classes, vocational training, or other development opportunities. After twelve months, trainees are connected to full-time employment with ProMedica or partner companies.

Housing Affordability and Supply

Some universities have been critiqued for their role in gentrification and displacement, particularly as they develop new facilities and expand into adjoining neighborhoods, especially those inhabited by low-income people.[51] Yet universities can also, and have also, supported strategies to support housing affordability and supply in several ways. Several strategies are available to them: contributing capital to defray new development costs; levying fees on businesses associated with university development projects to contribute to a housing affordability and supply fund; partnering with cities and public agencies (e.g., housing authorities) to purchase properties to be used for innovative housing models; and including mixed-use projects that include affordable housing as well as office and instructional spaces.[52] Universities also can, and in some cases, have, provided for student housing on campus to reduce the pressure on neighborhood housing stocks.

The Democracy Collaborative outlines four strategies for establishing community control of housing in its "Community Control of Land and Housing" report. It encourages anchor institutions to pursue these strategies through partnerships between local governments, developers and local community organizations.

For example, land banking has been adopted in a number of states as a promising strategy for addressing vacant properties. The Center for Community Progress, a nonprofit dedicated to the process of community revitalization, defines land banks as "governmental entities or nonprofit corporations that are focused on

the conversion of vacant, abandoned, and tax delinquent properties into productive use." These entities typically acquire title to these "problem" properties, eliminate the liabilities, and transfer the properties to new, responsible owners in a transparent manner that results in outcomes consistent with community-based plans. As an anchor strategy, land banking can be accomplished through partnership with an existing land bank or creation of a new land banking entity.

For example, the Cuyahoga County Land Reutilization Corporation in Ohio was established in 2009 to address the rising number of foreclosed properties in the county. The land bank has been acquiring and maintaining blighted or "problem" properties, then developing a strategy for returning them to productive use. In some instances, the land bank has assembled smaller parcels of land to make them more appealing to developers; in other cases, they have accelerated the process of property demolition, and distributed materials at a reduced cost for re-use and recycling by local contractors. If the properties are sold to private developers, owners, or investors, the land bank works to ensure that these individuals meet certain standards, and that they submit detailed plans for property rehabilitation.[53]

Community Land Trusts (CLTs) are democratic, multi-stakeholder organizations that own land for the permanent benefit of the community, and sell and rent homes with various resale restrictions in order to maintain long-term affordability. To accomplish this aim, the trust maintains permanent ownership of the property, entering into a long-term, renewable lease with prospective

Community Land Trusts

For more information on Community Land Trusts, see: community-wealth.org/clts
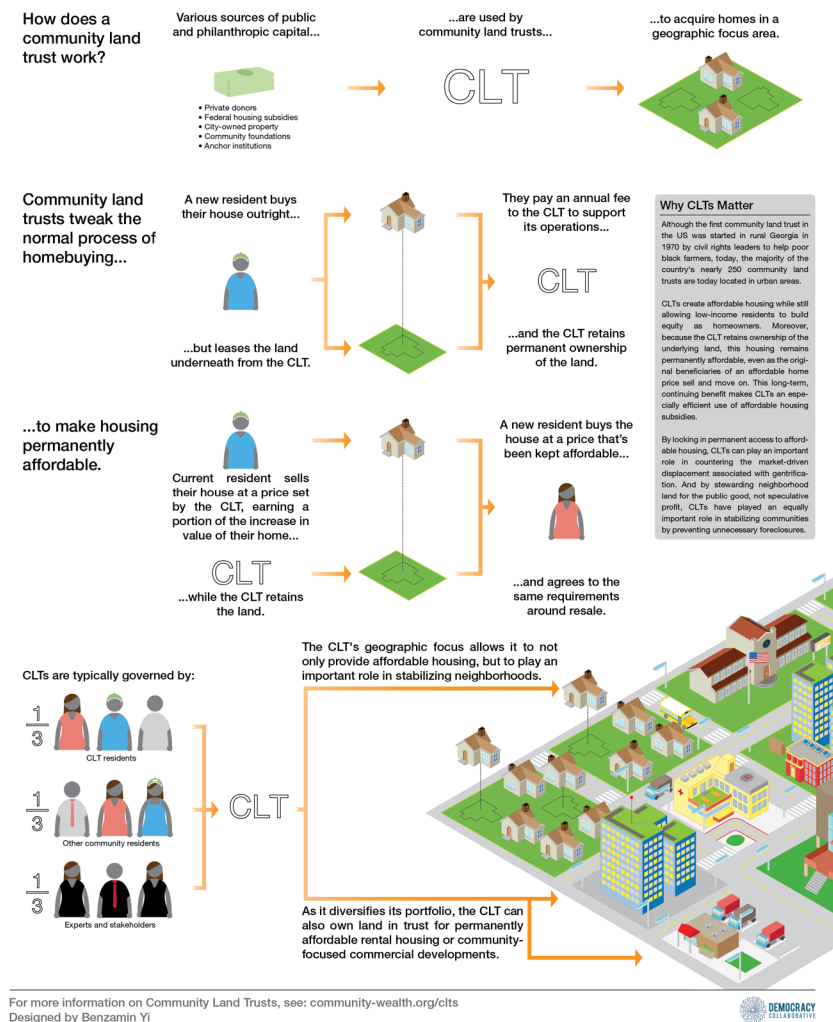Designed by Benzamin Yi

Figure 11

homeowners. When they sell, homeowners earn only part of the increased property value; the remaining sum returns to the trust, enabling the trust to continue guaranteeing the future affordability of those homes.

The Democracy Collaborative reports that nearly 250 CLTs exist throughout the US. One fledgling CLT, the Sacramento Land Trust, has been established in Sacramento; since its founding in 2016, it has been building the foundation and partnerships needed to achieve its vision.[54] As with land banks, CLTs may be incorporated into the anchor strategy through partnership with an existing CLT, or by establishing a new one. For example, the Mayo Clinic, an anchor institution serving Rochester, Minnesota, adopted a community land trust model in order to better support the housing needs of its employees. Their CLT, called "First Homes," has produced nearly 50 community land trust properties and more than 225 new below-market-rate rental units, creating new opportunities for affordable housing for their employees.[55]

In addition to these examples, there are a number of policies that can help ensure that housing development ensures affordability over the long-term for current and new residents. Based on national and state promising practices, specific programs and policies that embody these housing-oriented commitments could include the following.

1. Anchor institution partnerships can direct investment into an affordable home trust fund dedicated to the area surrounding their developments. Priority uses for the trust fund can include support for: the development of affordable rental homes; the rehabilitation of sub-standard homes in the area; and rental assistance support

for existing renters. Use of the funds is often restricted to assisting lower-income households.

2. City and county partners can develop requirements for the area to ensure that all new residential development includes a specific percentage of affordable homes (e.g. 30%, with a minimum of 15% for extremely low-income residents), with priority for existing residents of the area. This can address the affordability crisis, promote integration, and limit the economic displacement of renters.

3. City and county partners can establish a residential "overlay zone" covering the project impact area, and provide a density bonus (in excess of state standards), streamlined review, and other regulatory incentives for any development (including mixed-use projects) that provides a specified percentage of units affordable to lower-income households. If an inclusionary requirement is in place, the overlay zone could encourage affordability in excess of the inclusionary standard.

4. Anchor institution partnerships can identify publicly owned parcels within the area, and commit to making at least one site available for the development of multifamily rental affordable homes through the public surplus lands process. For sites owned by other public agencies, anchor partners can enter into negotiations to make some sites available for the development of housing affordable to lower-income households. This could be done in coordination with a Community Land Trust and a local nonprofit affordable developer.

5. City and county partners can protect existing tenants by establishing rent anti-gouging and Just Cause eviction

policies within the project area (or jurisdiction-wide).

6. City and county partners can mandate what is known as a "no net loss" policy that will discourage demolition of existing homes and requires a one-for-one replacement.

7. Anchor institution partnerships can work with local established nonprofit housing developers to pursue the goals of mobility, health, workforce development and education, and community economic development. Some nonprofit developers create affordable rental communities that include: resident gardens; educational programs for residents on everything from job skills, to nutrition, resume writing, and homework assistance; and bike or car share programs.

Community Health

Community health partnerships carry tremendous benefits to anchors, even when projects do not produce an economic return. This, Axelroth-Hodges and Dubb (2012) state, is because "scientific studies have proven that healthier individuals learn better, work harder, and have greater productivity. Moreover, many institutions with anchor or public-benefit missions are hospitals and health systems (including university-run systems as well as other public, private and non-profit systems)."

While some anchor missions address specific determinants of health (healthcare access, food insecurity), others take a more holistic approach to addressing the root causes of public health problems. For institutions such as the Rush University Medical Center, the anchor mission seeks to address the social determinants of health through

community and economic revitalization. The center works to improve community health by directing institutional resources toward improving economic opportunity in disadvantaged/low-income communities (see some of the specific strategies described above, in the subsections entitled Inclusive Economic Development and Workforce Development).

As mentioned above, ProMedica, which serves northwest Ohio and southeast Michigan, has constructed its anchor mission around addressing factors in four areas of health and well-being: social and economic, behavioral, environmental, and clinical. This approach began as an effort to combat childhood obesity; as ProMedica began to convene partners from a range of sectors, it began to learn more about the challenges facing families in the area. Families and children, it discovered, were faced with high rates of hunger and food insecurity. It therefore expanded its focus, exploring strategies to address hunger, nutrition, and unemployment.

Public Space and Mobility

Anchor institutions often employ multiple strategies from the areas described above to enhance public access to and use of a particular space. In some cases, these efforts focus on the campus of the anchor institution itself. Large institutions such as universities have historically become isolated from their surrounding communities—becoming what Hendricks and Flaherty (2018) call "bastions of exclusivity"—and anchor missions often involve strategies to reverse this phenomenon. In other cases, single or multi-anchor initiatives focus resources on developing a main street or neighborhood,

and building its economic capacity through a combination of different community development programs.[56]

Cleveland's Greater University Circle Initiative made considerable efforts to develop internal anchor institution practices such as local hiring and sourcing. The anchor institutions are located in Cleveland's University Circle and are connected to the surrounding neighborhoods, many of which suffered from extreme disinvestment. Their efforts first focused on a range of projects to improve accessibility, including relocating a Regional Transit Authority Rapid Transit station, and re-designing a hard-to-navigate traffic circle serving as a gateway to the area (totaling about $44 million in infrastructure improvements to the area thus far). They then invested in creating a new Main Street for the University Circle area, which attracted new businesses and helped spur the development of new mixed-use and affordable housing spaces.

The Syracuse Connective Corridor focused primarily upon connecting Syracuse University to various community venues. The project, which was completed in 2015, brought together urban planning, art, architecture and design, along with principles of smart growth and sustainability to construct a network of new "green streets" with bike and pedestrian paths linking University Hill and downtown business and residential districts. A total of 285 new trees were planted, a free public bus system linking campus and community venues was established, and public art initiative including visual art installations, interactive spaces, performance art, and public workshops was launched.[57]

Investment in the built environment and local economy can produce significant benefits for both the university and the surrounding communities. Crime rates and disinvestment in the area surrounding the university can negatively affect both student enrollment and faculty recruitment, which creates a substantial incentive for universities to improve these conditions. Anchor initiatives based in Detroit, Michigan (Detroit Medical Centre, Henry Ford Health System, and Wayne State University); Philadelphia, Pennsylvania (University of Pennsylvania); and College Park, Maryland (University of Maryland) have invested heavily in place-based development strategies, pursuing investment in commercial development, crime reduction, local sourcing, and local hiring.

Syracuse University's Connective Corridor project, discussed above, is exemplary both in how it invested in downtown/urban spaces, and how it improved access to the university campus. This was an initiative linked to Imagining America (IA). Led by then-Syracuse University Chancellor Nancy Cantor, this was a consortium of 100 colleges and universities dedicated to public scholarship with a focus on humanities, arts and design.[58]

Other strategies have focused on making the boundary between the institution and its surrounding area more porous. Examples include placing university services on the borders of the campus to enhance their accessibility to the community; creating more public "commons" spaces within and along the border of the campus; and developing mixed housing (student, staff, and people

not affiliated with the university) close to the campus.

Transportation investments can improve access to healthcare and eliminate barriers to employment and the acquisition of healthy food. For those lacking transportation, getting groceries home can be a tremendous challenge. This obstacle often leads residents in food deserts to shop at convenience stores where there are fewer healthy—and often more expensive—options. ProMedica has recognized that even those with access to public transit might lack mobility; in response, it has launched a Mobile Market, which brings healthy options to communities facing a lack of access to grocery stores, and obstacles to transportation. The Mobile Market makes weekly visits to bring nutritious food to residents in a senior housing development.

In an effort to support local farmers, the Kaiser Permanente Health System in California has opened farmers' markets at more than 50 of its hospitals and facilities.[59] This has also enabled Kaiser to open up its facilities for public use. UC Davis has also recently developed such markets on its Davis and Sacramento campuses. These markets make fresh produce more available in areas that normally lack healthy food access, support local economies, and encourage community cohesiveness.

Community gardens and local, urban agriculture represent key features of many community wealth-building initiatives. Locally growing, processing, and distributing food creates and sustains community-based jobs, and boosts farmers' incomes through direct marketing channels, as well as keeping

more money circulating locally. Organizations such as the Yisrael Family Urban Farm's (YFUF) We Diggit home garden installation program, located in South Sacramento, could be an obvious choice for partnering with UC Davis. Similarly, UC Davis can help YFUF expand its reach throughout the Oak Park/ South Sacramento neighborhoods.[60] YFUF is also part of the Sacramento Urban Agriculture Coalition, which includes dozens of organizations dedicated to transforming Sacramento neighborhoods into sustainable and health-promoting places for all residents.[61] This coalition would clearly be a valuable partner for UC Davis and Aggie Square, as it develops its food/nutrition/agriculture strategies.

E. Evaluate Anchor Institutions For Learning And Continuous Improvement

There is a robust literature on how to assess the operations of community-university frameworks. Such assessment is crucial to provide feedback to organization leaders on how to adapt and improve their approach over time, ensure transparency, and contribute to the broader field of university-community partnerships. By working collectively to measure and reflect on the progress of Aggie Square from the start, partners can deepen their understanding of what works, and for whom, in order to create positive community change. Community benefit measures can be employed to provide continuous feedback and improvement, encouraging innovative approaches and fostering a culture of learning.[62]
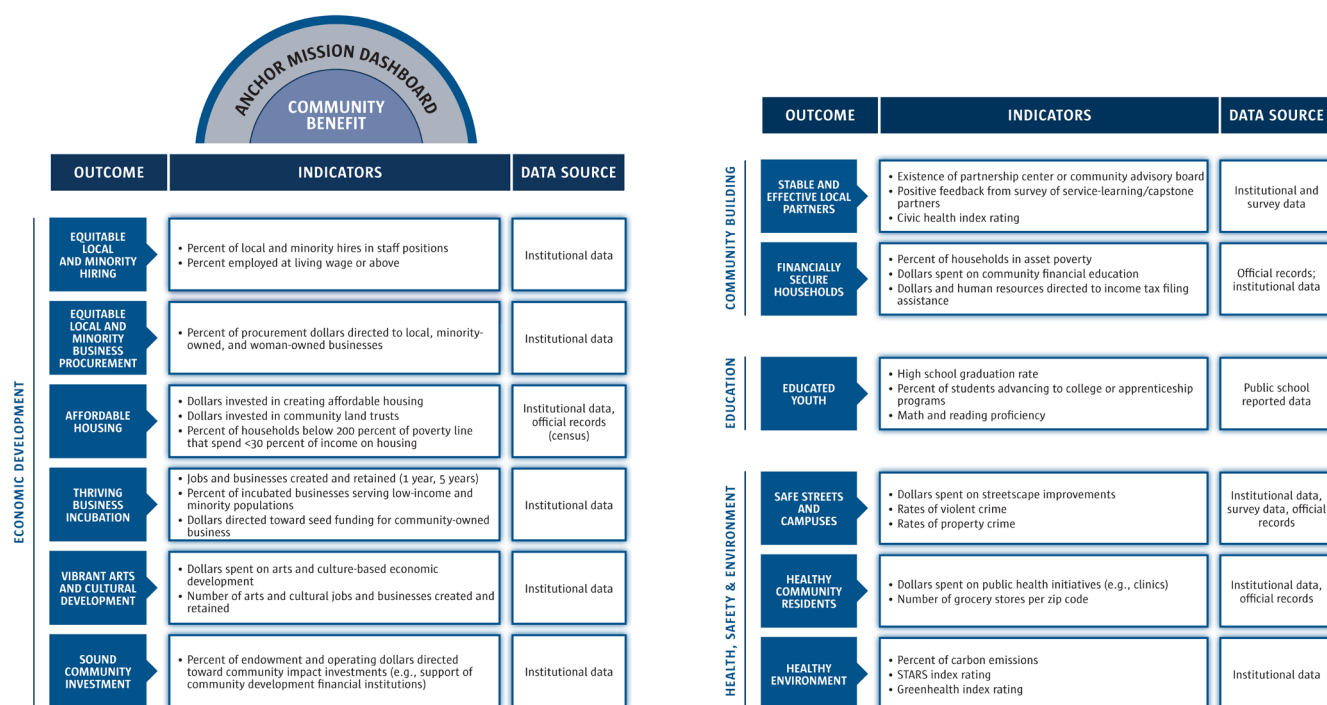

Figure 12

An Aggie Square evaluation strategy could assess the intended and unintended impacts of the initiative on its key development themes (inclusive economic development; workforce development and education; housing affordability and supply; community health; and public space and mobility). It can also track the project's public engagement process, including the roles played by elected officials, civic and business leaders, residents, and other stakeholders. Just as importantly, it can gauge the impact of the projects on overall community-university partnerships, and on social equity.

i.   Evaluation Frameworks

The Annie E. Casey Foundation has provided a framework for assessing anchor institutions. This framework looks at such factors as: intended outcomes; the indicators needed to track progress towards these outcomes; and the relevant data sources needed to inform the process. The broad themes the foundation identifies are Economic Development, Community Building, Education, and Health, Safety and Environment. While some of the foundation's themes fall outside the formal bounds of Aggie Square's strategy areas, all have some relevance to the project's overall goals, and to its intended direct and indirect impacts.

The Aggie Square leadership can draw on this and similar evaluation frameworks to develop an evaluation strategy for the initiative. This can include the following steps.

1. Select an evaluation consultant (either internal external to the university). The advantage of having an internal consultant is that the evaluation process can tap into the significant and substantive expertise of campus faculty, draw on personnel with deep knowledge of campus culture, and provide opportunities for integrating the project into faculty research and teaching. The advantage of having an external consultant lies in the independence—real and perceived—of the evaluation.

2. Select an evaluation advisory committee drawn from members of the community engagement advisory bodies and their partners, as well as local youth leaders, to help design and inform the implementation of the evaluation. This collaborative body would help support a "collective impact" approach, which can assess the holistic effects of the many interventions by the university, the city and other stakeholders.

3. Create an evaluation design, including primary evaluation questions, indicators, methods, and an implementation plan. Set a timeline for interim and final reports.

4. Conduct a baseline assessment as close to the beginning of the planning and implementation process as possible, to be able to track change over time.

5. Build regular reports from the evaluation team into the advisory committee meetings. This can provide opportunities for reflection, and enable participants to synthesize lessons learned, allowing continuous, informed improvement of the initiative over time.

Finally, a tool provided by UC Davis' own Center for Regional Change may also offer some valuable insights to Aggie Square leadership, especially when it comes to the issue of project evaluation. This tool was created to support the Sacramento Promise Zone. This is a project led by the Sacramento Housing and Redevelopment Authority,

and is part of a national program led by the US Department of Housing and Urban Development to improve conditions in disadvantaged communities by encouraging collaboration between leaders from multiple sectors. The CRC has created a guidebook entitled Keeping Our Promise. A Guide for Evaluation In Sacramento's Promise Zone, intended as a resource for partners working on the project. The guide provides a range of frameworks to help design and implement an evaluation process, enabling partners to assess their individual and collective progress in promoting holistic community development (including economic development, job creation, education, housing and sustainable neighborhood design.) It includes a range of evaluation design options, from basic to advanced; a process for developing a logic model and for identifying goals and indicators; and a suggested structure for a Learning and Evaluation Council. It also provides a selected set of resources for evaluation. The guidebook and accompanying toolkit can be accessed in the 'Resources' section of this report.

ii. Community Benefits Agreements

To achieve the many goals of anchor institution partnerships described above, it is necessary to build close working partnerships between universities as well as local governments, businesses and local community organizations. For this reason, developing frameworks for ensuring mutual accountability are crucial. This is especially important since communities can be negatively impacted when these projects do not take their interests into account.

One recent format for collaboration and investment in community development is a Community Benefit Agreement (CBA). The Los Angeles Alliance for a New Economy defines it as "is a legally enforceable contract, signed by community groups and a developer or developers, setting forth a range of community benefits that the developer agrees to provide as part of a development project."[63] The CBA model can be a powerful tool to create equitable outcomes when implementing a new development. According to the Partnership for Working Families, a progressive think tank based in Oakland, California, "CBAs allow a win-win approach to development: meaningful, up-front communication between the developer and a broad community coalition decreases developers' risk while maximizing the positive impact of development on local residents and economies. The developer benefits from active community support of the project, and community members gain when the project responds to their needs."[64] CBAs can help empower community organizations in their negotiations with universities, local governments, and developers.[65]

The CBA examples described below were developed for university-community partnership projects involving a range of constituencies and project objectives. The table below summarizes the key elements incorporated into each of these CBAs. The accompanying text describes a few of these elements in more detail, including the provisions included and the funding provided by different developers.

If a CBA were to be created for UC Davis for this or other projects, the examples in

CBA	Columbia University/ West Harlem CBA	Yale University- New Haven Hospital CBA
Inclusive Contracting Practices	✔	✔
Priority Local Hiring		✔
Workforce and Labor Programs	✔	✔
Business Development and Assistance	✔	
In-Kind Benefits	✔	
Affordable Housing	✔	✔
Neighborhood Amenities	✔	
Mitigation of Environmental Harms	✔	
Educational Services	✔	
Transportation and Traffic Improvements	✔	✔
Arts & Culture	✔	
Community Outreach	✔	✔
Citizen's Advisory Committee		✔

Table 1

Table 1 could suggest useful elements for the university and other Aggie Square partners to consider.

Columbia University-West Harlem CBA

After years of contentious community-university relationships over Columbia University's (CU) expansion into West Harlem and the associated displacement, in 2009, the university President, Lee Bollinger, and Julio Batista, the President of the West Harlem Local Development Corporation (WHDLC) signed the West Harlem Community Benefits Agreement (WHCBA) marking a unique partnership between the university and the residents in the West Harlem neighborhoods.

The WHLDC was comprised of elected officials, community, civic, and business leaders. It had been formed in response to CU's intent to develop 6.8 million square feet of space, comprising the new CU Manhattanville in West Harlem campus.

The agreement was intended to mitigate and otherwise address the impacts that the community anticipated would result from the project. It tackled areas including housing, employment and economic development, education, environment, transportation, and arts and culture. In total, CU agreed to make the following contributions:

• a $76 million Benefits Fund paid in installments over 16 years.
• a $20 million Affordable Housing Fund with up to $4 million in accompanying legal assistance benefits.
• In-kind benefits with an estimated market value of $20 million.

The housing provisions included measures for: the relocation of existing residents to equal or better units on equal or better terms; protection from acquisition by eminent domain; and housing-related legal assistance to provide landlord-tenant legal advice to tenants in the local community. The fund was to be used to support: the development of affordable housing; a bilingual resource center to provide education, advocacy, and information; technical assistance to the Housing Development Fund Corporation; and a CU and Local Community Pilot Bulk Purchasing program.

Yale University-New Haven Hospital CBA

In 2006, the City of New Haven and the Yale-New Haven Hospital entered into a CBA

regarding the development of the hospital's new cancer center on its campus in New Haven, Connecticut. In addition to the cancer center itself, Yale and the City of New Haven proposed a range of development projects on other nearby properties. As was the case in West Harlem, residents adjacent to the hospital's expansion sites were concerned about possible gentrification and displacement. The CBA outlined a range of benefits to address the impact of this expansion, including a healthcare career ladder program, and support for two new health outreach coordinator positions with the city.

The CBA established a Career Ladder Program to provide Yale-New Haven Hospital employees employed in entry level non-healthcare positions, and one hundred residents from the neighborhoods surrounding hospital's campus, with the opportunity to enter the healthcare field. The hospital agreed to make an annual investment of $140,000, for a minimum of five years, to fund two new city positions: an asthma outreach coordinator; and an uninsured children's outreach coordinator.

Applications to UC Davis

CBAs are just one model of agreements between anchor institutions and local partners. A collaborative assessment involving the university, city, and key community stakeholders would be conducted to determine whether this is an appropriate model for UC Davis. This assessment process could include deliberations by the Partnership Advisory Committee, the Community Engagement Advisory Committee, and local residents. If deemed appropriate by university, city, and local

stakeholders, a UC Davis CBA could guide the partners as they address the priority areas of inclusive economic development, workforce development, housing affordability and supply, community health, and public space and mobility.

An equitable process would be needed to establish a CBA that achieves the desired outcomes for both UC Davis and the community. The following is a description of how a promising set of practices drawn from a range of successful CBAs across the country could be applied to Aggie Square initiative.

- *Inclusive Partnerships.* This means that all parties would be included on an equal standing, making them able to represent their own interests. Given the complexity of this partnership, the establishment and formalization of the parties of interest would be an important step.
- *Commitment to Place.* This means that the interests of local residents would be prioritized in the development and long-term operation of the Aggie Square initiative. Local hiring, purchasing and workforce development strategies would be important parts of this commitment. Furthermore, this commitment would be sustained over time, even as market conditions and university and city priorities shift. CBAs can also require that the developers continue to engage with the community organizations and residents in on ongoing participatory process.
- *Transparency.* All of the terms in the CBA would be made explicit and open for viewing by all parties, as well as by other interested stakeholders. This would allow for an ongoing assessment of how well the partners involved are meeting CBA

goals. As part of its transparency effort, UC Davis could support a long-term evaluation of Aggie Square (described in an evaluation section below) in ways that can inform the social learning curve of those involved in the initiative, and contribute to the broader field of community-university partnerships for inclusive economic development.

- *Community Voice and Power.* For a community-university partnership such as Aggie Square, it would be important for community organizations to directly represent residents. Ideally, these would be organizations that represent the full diversity of populations in all nearby neighborhoods.

- *Efficiency.* By negotiating the terms up front in a pro-active and inclusive way, a CBA could help prevent contentious relationships between key stakeholders, avoiding delays or a loss of project opportunities. Public input can be built directly into the terms of the agreement, instead of residents and community organizations seeking to influence projects that have already been formulated, often through planning appeals or court systems.

- *Enforceability.* Based on CBA best practices, this would mean that the terms of the agreement would be legally binding on the city and university, as the developers of Aggie Square.

Based on the Columbia University and Yale University CBA models, a UC Davis CBA could have the following elements.

- The inclusion of the university, city, labor, community-based organizations, and other key stakeholders as collaborative partners in the development, evaluation, and implementation of the agreement to make sure all interests are equitable represented.

- The goal of ensuring that Aggie Square has a net positive effect on housing affordability and supply, which could serve as a central focus of the agreement. The housing affordability strategies described above can serve as potential elements of this CBA.

- A commitment to guiding economic development activities to provide value to area residents, especially those without adequate formal education and training. A UC Davis CBA could provide funding and programming for workforce training and life-long learning. This training could provide area residents with access to existing jobs at UC Davis Health, as well as new positions created through Aggie Square developments. This could be coupled with preferences for local hiring and living wage policies.

- Other benefits such as access to UC Davis Health and Aggie Square facilities for community events, and the provision of neighborhood amenities (public gathering spaces, food infrastructure, transportation improvements and so on) can be contemplated in dialogue with the partners developing the CBA.

CONCLUSION AND RECOMMENDATIONS

Aggie Square is poised to become a national exemplar of community-university partnerships for equitable economic and neighborhood development. It has designed a collaborative approach with the City of Sacramento and other stakeholders and has made important inroads toward a broader community engagement approach. As they continue their work together, Aggie Square partners can borrow from the projects and frameworks laid out in this report to ensure that the local community is included in the planning process, and is positioned to benefit from the project in both the short and long terms. Addressing key community issues and concerns, supporting existing community plans and initiatives, and developing a strong collaborative framework will help keep the concept and reality of community at the center of the initiative while also benefiting the university, and other stakeholders.

Following are some broad recommendations based on the information in this report.

1. **SUSTAIN A PARTICIPATORY PROCESS**
   Build on the partnership development trajectory that began with the launch of Aggie Square planning. Include leaders in elected office, businesses, nonprofits, and civic stakeholders, as well as area residents. Make special efforts to engage with grassroots organizations and residents from the focus neighborhoods who have a significant stake in the outcomes of Aggie Square, and who are often excluded from similar planning efforts. Work closely with the City and County of Sacramento, and other partners, to develop a collaborative plan for addressing the range of neighborhood needs and opportunities.

2. **CENTER ON EQUITY**
   Adopt a social equity approach, paying close attention to how the benefits and costs of the project's development are distributed. Address key community concerns, such as the risk of gentrification and displacement, and the potential lack of access to jobs and other economic opportunities created by Aggie Square.

3. **ENGAGE LOCAL KNOWLEDGE AND ADDRESS LOCAL NEEDS**
   Work with local residents to determine which planning elements support their current needs and interests. Support local residents' leadership in implementing any resulting new plans. Carefully review the existing community plans and visions presented in this report, which address many of the key themes that inform and inspire Aggie Square, including inclusive economic development, workforce development and education, housing affordability and supply, community health, and public space and mobility. Use these plans and visions to derive planning principles and elements that can be adapted to suit Aggie Square.

4. BUILD ON CAMPUS EXPERTISE

Benefit from. and support, existing community engagement activities, especially those that feature long-standing and trusted relationships between campus administration, faculty, staff, and community stakeholders. Collaborate with campus programs and initiatives that already engage undergraduate and graduate students in experiential and global learning. Tap student networks, skills, cultural knowledge, energy and insight.

5. LEARN FROM NATIONAL PROMISING PRACTICES

Draw on the models of anchor institutions presented here to maximize UC Davis' role as a place-based institution that can generate long-term inclusive economic development and community well-being. Consider the development of a Community Benefits Agreement or similar framework.

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